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So They Say

• America is a code of values. Two of those values are kindness and mercy.—RAYMOND GRAM SWING, *radio commentator.*

• A university serves the times without yielding to every passing passion or popular mood. But it must serve the times.—C. A. DYKSTRA, *president, University of Wisconsin at first faculty meeting of the year.*

• The average citizen is familiar with public welfare functions as they have found expression in brick buildings.—*Report of public welfare survey of San Antonio, Tex., by the American Public Welfare Association.*

• In spite of all scientific observations to the contrary, most organizations plan their [conference] programs on the theory that the more the attendants hear the more they will learn.—GAYNELL HAWKINS *in "Education for Social Understanding."*

• For the man who, seeing the want and misery, the ignorance and brutishness caused by unjust social institutions, sets himself, insofar as he has the strength, to right them, there is disappointment and bitterness.—HENRY GEORGE, *in "Progress and Poverty."*

• Add similes of 1940: As unstable as the status quo.—*Dallas Morning News.*

• Nothing will ever be attempted if all possible objections must first be overcome.—DR. SAMUEL JOHNSON.

• No man in this county has a higher moral character or reputation than me. I aint never spent one nickel on booze nor chewing gum.—*A client writing to the Indiana Department of Public Welfare.*

• The whole trouble with medical science is that it knows enough to keep diseased and debilitated men alive but not enough to cure them.—PROF. EARNEST ALBERT HOOTEN, *anthropologist, Harvard University, in "Why Men Behave Likes Apes and Vice Versa."*

• One of the saddest aspects of the present situation is the number of people who are giving highly vocal support to conscription for the purpose of defending democracy, but whose attitude toward social reform is one only of contempt.—*Report, American Youth Commission.*

• For some people, especially young ones, a revolution has the same sort of glamor as a sweetheart.—LANCELOT HOGBEN *in "Author in Transit."*

• Wherever men and women of goodwill gather together to serve their community, there is America.—PRESIDENT ROOSEVELT *opening the annual Mobilization for Human Needs.*

• It is the bold words and the direct ones that live, and neither a nation nor an art can endure for long in a state of continuous apology.—STEPHEN VINCENT BENET *to the American Academy of Arts and Letters.*

• Intellectuals cannot by themselves shape history. When they have become effective in the past it has been because they have linked themselves with the rising energies of new classes and new élites.—MAX LERNER, *Williams College, in The Nation.*

• As to economic and civil liberties it is unnecessary to predict their disappearance for they have gone. You may talk about when they will reappear if it please you, but liberty is the price of modern war, not its dividend.—ALAN GREGG, M.D., *to the biennial nursing convention.*

CHRISTMAS WINDOW

Photo by Rothstein for FSA

SURVEY MIDMONTHLY

DECEMBER 1940

VOL. LXXVI NO. 12

BOSTON MEDICAL LIBRARY IN THE FRANCIS A. COUNTWAY LIBRARY OF MEDICINE

Benefits for Seasonal Workers

By R. CLYDE WHITE

School of Social Service Administration, University of Chicago

THE most familiar kind of unemployment is seasonal. In every community carpenters, bricklayers, painters, and plasterers have little work in the winter months. Steel and automobile workers are laid off in large numbers at certain periods of the year. Timber workers in the Northwest are idle most of the time from November to March. Many other commercial and industrial enterprises have slack seasons each year. Few industries fail to show some seasonal variations in employment. The seasonal layoff, long or short, is almost a universal characteristic of modern business. In most business, however, a large percentage of the employes work straight through the year. These workers have security of jobs and security of income during the year. The standard of living of the seasonal worker's family is likely to be much more precarious. It has been the primary purpose of unemployment compensation to increase the security of the insured worker. Yet, surprising as it may seem, there is a widespread effort to eliminate or seriously restrict the rights of seasonal workers to receive benefits.

More than half of the state unemployment compensation laws have restrictive clauses regarding workers in seasonal industries. Yet the duration of benefits of any worker is usually determined by dividing the total benefit credits of the worker by his weekly benefit amount. Forty-two states determine the length of time a worker may receive benefits by this method. If the employe has worked steadily in covered employment for several calendar quarters, he is probably eligible for benefits for the maximum time. On the other hand, if he has worked only a few months in covered employment, the number of weeks of benefits in case of unemployment is less than the maximum. The benefit formula operates automatically to determine duration of benefits.

The state laws reveal two ways of defining the restrictions on seasonal workers. One group of states declares that an industry is seasonal if the employer finds it impracticable or impossible to "operate for a period or periods of one year in length." Under this type of law, an industry which operates either twenty or forty-eight weeks in the year might conceivably be defined as seasonal. Another group of states defines a seasonal industry as one which operates less than thirty weeks, thirty-six weeks, forty weeks or some other specific number. A seasonal worker is a person who is employed in an industry or in an occupation which is declared to be seasonal. Most of the laws require the state agency to investigate the application of an employer for seasonal status and to determine the facts. In Oregon, for example, it is the practice to investigate each employing unit rather than to make a finding which is applicable for the whole of an industry. Cases have been appealed in this state, where one lumber company had a season of thirty-four weeks and another of thirty-eight weeks. The appeal tribunals in Oregon have ruled that any employe of a seasonal industry who works any time in the industry outside of the defined season is not a seasonal worker. If it is to the interest of the employer to have his employes defined as seasonal workers, he can remedy this situation by laying off all his employes the last day of the season.

Besides these special provisions which restrict the rights of seasonal workers in some states, all state laws have incorporated in some form the provision in the Social Security Act which says that no employer is subject to the payroll tax unless he has at least eight employes (fewer under some of the state laws) employed in some part of twenty different weeks during the year. Hence, a canning industry which operates only sixteen weeks during the year is not covered, and the employes have no rights to benefits. Likewise, an employe to be eligible for benefits must have earned a minimum amount of wages or worked a minimum number of weeks in a calendar year or some base period. But twenty-eight states have not been satisfied to stipulate a qualifying period of operation and employment; they have declared that industries or workers defined as seasonal are subject to other limitations. Some laws leave it to the administrative agency to fix restrictions on the amount and duration of benefits. Others declare that a seasonal worker may receive benefits only if he is unemployed during the season as defined. That is, if a lumber employe in Oregon in an industry with a season of thirty-four weeks is unemployed during this season, he may receive benefits; but if he is laid off on the last day of the season he is not entitled to benefits. Nine states make this kind of restriction. The restrictions differ in the other states. But the important point is that in these twenty-eight states the law declares that the

seasonal worker does not have a right to benefits equal to that of the non-seasonal worker. An effort is made to relieve employers of the responsibility for unemployment due to seasonal conditions.

WHY do we find these special restrictions on the rights of seasonal workers to unemployment compensation benefits? Several reasons have been put forward.

It has been said that seasonal unemployment is predictable. Therefore, it is a known risk and should not be insured. That is a curious argument. One of the chief arguments against unemployment insurance prior to the passage of the Social Security Act was that the risk could not be determined actuarially, and, therefore, it was not an insurable risk. Now we find that that type of unemployment which can be forecast most accurately is not a suitable risk because it can be forecast. Private insurance companies insure the risk of death, accident, fire, and so on. They seem to prefer to insure those risks which can be determined most precisely. Hence, this argument against benefits for seasonal workers seems contrary to the best actuarial opinion and the common practice of private insurance companies.

It is alleged that seasonal workers receive high hourly wages which give them annual incomes sufficient to maintain their standard of living. For this reason benefits are not needed by these workers. But since when did the size of income affect the right to unemployment compensation benefits in the United States? All of our laws levy contribution taxes on the first $3000 of earned income of all employed persons in covered occupations, and that applies to corporation presidents as well as to unskilled laborers. If employes with salaries running to fifty or one hundred thousand dollars should become jobless, they could draw unemployment compensation benefits. That seems to dispose of the argument against benefits to seasonal workers on the ground that they have high hourly wage rates. As a matter of fact, many of them do not receive high hourly wages. All of them need whatever benefits they are entitled to get to maintain their standard of living and the level of purchasing power in the local community.

Some fear has been expressed that the payment of benefits to seasonal workers would bankrupt the trust funds. The argument might apply to a system like that of Great Britain, but in the nature of the case it cannot apply to American state plans, because we relate both the benefit and the duration of benefits to contributions made for the individual worker. Experience to date gives no evidence that the financial positions of states with seasonal restrictions and those without such restrictions differ in any important degree.

Some critics hold that payment of benefits to seasonal workers would tend to encourage seasonal industries, because it would amount to a subsidy to these industries. If the theory of providing a financial incentive for stabilizing employment is sound, this is no argument at all. We have been told that the experience rating provisions of unemployment compensation laws encourage stabilization of employment, because an employer may obtain a lower rate of contributions by reducing the amount of unemployment which his workers have. If seasonal industries cannot stabilize, then they continue to pay the standard contribution rate, or in twenty-seven states with experience rating provisions, a penalty rate is added to the standard rate in the case of those employers who show an exceptionally high rate of layoffs. It would seem that the payment of benefits to seasonal workers, instead of encouraging seasonality, actually puts pressure on employers to reduce seasonality in order to keep their contribution rates down.

Some administrators have suggested that the payment of benefits to seasonal workers would increase greatly the number of small checks to be written and, therefore, would increase administrative costs out of proportion to the social importance of the benefits. Unquestionably, if seasonal workers are deprived of benefit rights or have only restricted rights, the number of checks to be written would be reduced. But would the size of the checks be less than those for other workers? Certainly not smaller than the checks written for partial unemployment benefits. As a matter of fact, the amount of each check would depend upon the weekly earnings of the unemployed. It would not differ on the average from the amount payable to other unemployed persons. The average number of checks written per insured seasonal worker would probably be much less than the number written for other workers, because the duration of benefits would presumably be less for seasonal workers. This follows from the fact that the duration of benefits is determined by the ratio of benefit credits to weekly benefit amount.

THE question of payment or non-payment of benefits to seasonal workers is related to the theory of stabilization of employment which the "American plan" of unemployment insurance is supposed to foster. Thirty-nine states have experience rating provisions in their unemployment compensation laws. These states propose to reward employers who have less than a minimum amount of unemployment by giving them reduced contribution rates. More than three fourths of these thirty-nine provide specifically in the preambles of their laws that stabilization of employment is one of the major purposes of unemployment compensation.

Four general kinds of unemployment are distinguished: cyclical, secular, technological, and seasonal. Cyclical unemployment is that which is associated with a widespread depression of general business. Secular unemployment is that which occurs incident to a longtime decline of a particular industry, such as railroad transportation or the horse-drawn vehicle industry. It is in fact merely the result of technological conditions, but an industry may be expanding and still employ fewer persons per unit of production. Hence, the latter would bring about unemployment due to changing technology. Seasonal unemployment recurs at certain times of the year because of the effect of climatic conditions or fashion upon the production and use of certain commodities. In theory it recurs at exactly the same time each year, whereas the other forms of unemployment recur at irregular intervals.

Can individual employers do anything about cyclical unemployment? At the behest of President Hoover in 1929 and 1930 they tried and decided that they could not. Few people seriously claim that it is possible. Neither can they do much about secular unemployment. If new machines are invented, such as the automobile, there is little that the manufacturer of wagons can do about it. He must either reduce his schedules gradually over a period of time or make something besides wagons. He cannot prevent the substitution of automobiles for horse-drawn vehicles. Inventions continually occur, and new commodities take the places of older ones. People employed in making or distributing the older commodities must be laid-off by an em-

ployer who is being put out of business by a new invention. In all the talk about regularization or stabilization of employment in this country since the World War, the emphasis has been upon seasonal unemployment. It has been maintained that a business man can spread his business to some extent through the year and that he can add new branches to his business which have different seasons from that of the original commodity. By such methods he can give more regular employment. Combination of the coal and ice business is a good illustration of commodities with complementary seasons. One ingenious employer down in Missouri combined milk, ice cream, and beer to fill up the year.

It seems, therefore, that the only kind of employment which offers any promise of stabilization by the individual employer is seasonal.

TO deny or to restrict benefits to seasonal workers is a clear contradiction of the theory of stabilization. If the unemployment compensation laws are to promote stable employment in individual employing units, they must be directed toward stabilizing seasonal employment. That is the only kind of employment which offers any considerable promise of stabilization.

Restriction of rights to seasonal benefits defeats the purpose of the experience rating provisions of the unemployment compensation laws. An employer can get a favorable experience rating on the upswing of the business cycle without any effort on his part at all. Indeed, if the rights of seasonal workers are limited, he could hardly avoid a reduction in contribution rates! Under such conditions the presence of seasonal workers in a plant would help the employer to get reduced rates, because he would make contributions for them and pile up credits in his account but would be charged with no benefits for these workers. All the employer would have to do to reduce his rates would be to get his business classified as seasonal and wait for the lapse of three years to qualify. Furthermore, if his business were not already seasonal, he might find it to his advantage to introduce seasonality. The absurdity of restrictions on seasonal benefits is painfully obvious.

When the state legislatures convene next year, organized labor and other interested groups should make a drive to remove the seasonal restrictions in the twenty-eight states which have them and to prevent their enactment in other states. Seasonal workers should be subject only to the minimum employment qualification which applies to all workers. Areas like Alaska, Florida, Michigan, Oregon and Wyoming have wide seasonal swings in employment. To restrict the rights to benefits of seasonal workers in such states is serious enough to question the use of an unemployment compensation law. North Dakota, Pennsylvania, Rhode Island, and West Virginia are studying the seasonal problem with a view to restricting rights. A special drive in these states should be made to prevent such enactments next year. Twenty of the twenty-eight states have experience rating provisions in their laws, and two of the four states which are studying seasonal restrictions have them. If seasonal restrictions are established, experience rating should be repealed, because the two principles are contradictory. Seasonal restrictions are like termites working at the foundations of unemployment compensation. Unless exterminated, such termites will destroy our unemployment compensation system.

The Test of Civil Service Tests

By VIOLET A. BABCOCK

Civil Service Commission, City of New York

AND how would you deal with a client who is an habitual drunkard?" The examining board, giving an oral test to a bright young candidate for a position as social investigator, waited for the answer. It came, quickly and knowingly, "Well, my mother cured a drunkard once by giving him some good advice and I guess I could, too."

Now vicarious experience and blithe self-confidence are not enough in a social investigator. They may go along with qualities we know that person should possess, but how can we get back of them and make sure that the essential qualities are there? How can we devise civil service tests for social work positions, particularly at the investigator level, that will reveal those imponderables of personal equipment that we call "capacity for growth"?

There is as yet no clear-cut answer to that question. If every candidate who comes up for a civil service examination were a graduate of a school of social work, or had had a period of training in a well supervised agency, the answer might be easier. But that is not the case at this juncture nor is it likely to be for a long time to come. Large numbers of the present crop of candidates reject the idea that any special preparation or training for these positions is necessary; many others do not reject the idea exactly—they just never heard of it.

Civil service commissions usually set up preliminary requirements for entrance to examinations for positions as social investigator which in effect permit almost anyone to take the written test. The last social investigator examination in New York City drew 18,000 candidates for approximately 600 jobs. There is a tendency to eliminate large numbers of candidates by the use of difficult intelligence tests.

The trouble with testing for intelligence is that it may put such a premium on intelligence that only the intellectually brilliant are selected. The brilliant mind is not particularly associated with emotional maturity and good personal adjustment. It does not necessarily accompany the personality which understands the infinite variety of human responses; it even may be contemptuous of the simple and basic verities. Yet emotional maturity and intelligent and sympathetic understanding of people are vitally important in the equipment of the social investigator, particularly when he lacks any preliminary case work training or experience. Consequently, in adapting the intelligence test to the social service examination, our methods should not place too high a premium on abstract intelligence, but should seek rather to test for what has been called "social intelligence." Experience already has indicated that situations that come out of actual job con-

ditions afford good material for tests of the kind of intelligence, reasoning, and judgment that the investigator needs.

But in addition to testing for "social intelligence," we must test for social work knowledge. Candidates for social service positions can be expected to have at least book knowledge of the field of social work and of the basic principles of certain categories of knowledge—psychology, psychiatry, sociology, economics—as they relate to that field. This kind of knowledge is, to some extent, an indication of the candidate's interest in the world about him as well as in the work which he wishes to do. This is not always true when candidates merely "study up" for civil service examinations. Here the candidate may even protest against being required to think about the principles behind the facts, complaining that there is no answer "in the books."

SINCE the field of social work and its categories of knowledge is so wide and the purpose of testing is not to select the academic mind which delights in study but is incapable of applying its knowledge practically, great care is necessary in devising "knowledge" tests. In the search for questions of sufficient difficulty, examiners frequently build up a series of short-answer items which cover such a wide range that it is a matter of chance whether the candidate knows the answers or not. This is all right provided he is not expected to answer each and every item. For example, he may be required to answer only 100 items out of a possible 300. His choice of items to answer will be revealing in itself. Items designed to test for knowledge of the field of social work should emphasize basic purposes, principles and methods, rather than a series of unrelated facts. A candidate who does not understand the basic purposes and methods of the treatment of delinquency, for example, and the relationship between this and the administration of relief, is going to be much less useful to the public social services than another candidate who does understand these basic principles. Between this kind of knowledge and "capacity for growth" on the job is a relationship which makes this kind of testing important.

We cannot, at present, require case work training as a prerequisite for entrance to the examination for social investigator, but we can expect the candidate to know as much about case work as he can get out of books, and to possess a capacity to absorb the connotations of the process. Whatever he may have thought before, anyone who undertakes a job in public relief quickly learns how important such knowledge is. Sixty-five percent of 1,200 untrained candidates with previous experience as social investigator in New York City had taken at least one course in "social case work" although they were not required to do so. Almost all of them said that they "felt that they needed to know more about people." Those who actually have worked in public relief administration know that however the social investigator may wish to avoid, and even may fear, a worker-client relationship, the process of application for relief and of investigation in the majority of cases will produce such a relationship.

To a great extent, the social usefulness of the whole relief program will depend upon whether this worker-client relationship is constructive or destructive. Everyone has a threshold of physical, mental, and emotional adjustment which may be lowered or raised by the pressure of environment. The lack of self-maintenance creates one of the greatest of these pressures with which the social investigator inevitably is associated. If a constructive worker-client relationship does not develop, the skilled worker will evaluate the reasons and will not attempt to force the issue, whereas the unskilled worker may blame herself, or even the client. The skilled case worker, through her knowledge of the meaning of the client's behavior and her acceptance of him, through her emphasis upon his self-determination, her conscious control of her own effect upon the relationship and upon the client himself, through her warm but professional interest in him, not only mitigates the pressures of environment but also builds up his capacity for meeting them. Although the candidate without social case work training cannot be expected to have these skills, he can and should be expected to have an intellectual understanding of the principles and approaches of case work. It is the job of the examining authority to devise items which will test that understanding.

The problem, at once the most difficult and the most important which faces examiners for social service positions, especially in the lower classifications, is to select candidates who are emotionally mature. This quality is basic and essential. Lack of knowledge can be remedied; lack of case work skill is to be expected at least for the present; but lack of emotional maturity in social investigators is a serious block to their present effectiveness and future development. In addition to the difficulties inherent in testing for such a quality, is the fairly general disapproval by the candidates and the public alike, of any testing device which sounds like psychiatry or social case work. It has been assumed that testing for this quality is best done orally, although signs of it often are found in the written test.

In any event, be the tests oral or written, we still have a long way to go before we can be sure, with any degree of security, that we are testing for emotional maturity. Except in the most obvious cases we still depend chiefly upon the probation period for weeding out the emotionally immature. In a recent article in *The Family,* Dr. Maurice Levine lists certain criteria for maturity which have interesting connotations for merit system testing. Among other factors he lists:

Ability to be guided by reality rather than by wishes and fears.
Use of long term values.
Mature conscience.
Independence.
Reasonable aggressiveness.
Reasonable dependence.

Difficult as it is to set up devices for measuring these qualities, examiners for the public social services should not be deterred from attempting to do so. Such devices must be developed slowly, must be carefully evaluated at every stage, and must afford full protection to the candidates. Candidates must not be excluded from the opportunity for positions because of inadequate, half-baked testing devices. The first step in the process is to recognize the importance of the factor of emotional maturity; the second is to define it; the third to secure its general acceptance as a *sine qua non* in the equipment of a social welfare worker.

What we must devise is a test for a quality variously called "perspective," "capacity for growth," "balance," and so on, a quality which enables the individual to evaluate the present in relation to the past and change in relation

to both; to discriminate instinctively between the essentials and unessentials of a program or process; to remain objective under subjective pressures. Unless the merit system changes radically, people now coming into public social work will be there for a long time. Ultimately they will fill the higher positions in the service. We now are testing not only social investigators, but the future supervisors and directors of the social service program.

Although the public services have changed enormously in the last ten years, the end is not yet in sight. New ideas and new methods, some better, some worse, will be proposed. Whether the public social services will improve, remain static, or retrogress will depend a great deal upon the kind of candidates selected by merit system examinations today. It is, therefore, extremely important that candidates be selected who have "capacity for growth." Although this capacity probably is best revealed by means of the oral examination, there are ways of testing it in the written examination. Admittedly this is difficult in the short-answer method. It is chiefly for this reason that I maintain that every short-answer examination should be supplemented with at least one essay question or several short "free answer" questions. For example, the candidate may be asked to evaluate present relief methods critically or to discuss a proposal for a new untried method of administering relief. Candidates often do not like such questions. They prefer to discuss what they actually do. Even candidates with no experience in the job for which they are being tested seem to think that, as is, it is finished, unchangeable. In order to make such a question as I have suggested a test of "capacity for growth," it should be clearly understood by the candidate that no credit will be given for a mere description of the work as it is at present. He also should be assured that his answer will be rated on his ability to substantiate his opinions, whatever they may be, regardless of the examiners' personal agreement with them.

The accumulated experience of social work has identified the qualities which a social investigator should possess, but we still are far from a sound, trustworthy method of discovering them—or the lack of them—in the great numbers of people of widely differing experience and background who for one reason or another are attracted to the field of public welfare work. Thus far our methods are diverse; some of them have been successful, some have indicated quite clearly what not to do. The next step—and it should come quickly—is careful evaluation of these methods by the only real criterion, the performance of the candidate when he goes on the job. Thus and only thus, will the merit system reveal its own "capacity for growth."

Co-ops as Aids to Social Work

By ROSALIE SUPPLEE

SOCIAL action is increasingly viewed as being within the purlieus of social case work [see "The Nature of Social Action," by John A. Fitch, *Survey Midmonthly* July 1940] but case workers tend to limit the term to legislative goals and pressure group methods. The social action they have sponsored often has been solely the demand for larger relief appropriations and the easing of eligibility restrictions. They have attempted little toward realizing the potentialities of groups of clients for solving their own problems. Many clients thus are being conditioned to expect nothing except what they can extract from the government, an attitude which isolates them from their fellow-Americans as a group which must be looked after. Many clients react by a feeling of inadequacy which makes them either supine or over-aggressive. Either reaction is fraught with danger to the individuals and to the community.

Some social workers, aware of this tendency, have experimented with other channels of social action and here and there this has meant the convergence of the paths of social welfare and cooperative enterprise. The cooperative movement stresses the value and importance of the individual consumer in the economic structure, and thus is a stimulus to activity instead of inertia, and to self-reliance instead of dependence.

Cooperative enterprises are essentially a method by which people may learn by doing. In a hundred-year history, cooperatives have proved a practical means of helping people to help themselves by helping each other. They do not thrive on direction from above nor on subsidies, and social workers in their professional capacity find that while they may function in cooperative organizations as consultants, they cannot serve as managers or directors. Many social workers fail to grasp the significance of the cooperative methods. Self-help cooperatives, some of which survive from the days when they were sponsored by FERA, often have confused the picture. Some are valuable experiments in themselves, but very few are true cooperatives. That many self-help undertakings failed to survive was not because they were cooperatives but because they were *not* actually cooperatives.

To study some of the social work potentialities of the cooperatives, go to a social settlement where such an enterprise has developed, usually with a small cooperative bank or credit union as its beginning. Thus if you visit the Henry Street Settlement on New York's Lower East East on any Monday evening you will find the board of the credit union in session. These bankers carrying on a successful business venture are in their regular working hours a waiter, a postoffice clerk, a haberdashery salesman, a recreation worker, a bookkeeper, a tailor shop employe. A young woman who has had a little experience in routine accountancy work is the clerk, and gives full time to the organization. Her salary is paid by the settlement, but otherwise the credit union is an entirely independent undertaking, directed by settlement neighbors, for their own membership and with members' savings as their capital fund. The board makes all decisions concerning the investment of the capital which now amounts to over $11,000, and passes on all requests for assistance through

loans. During the three and a half years of its existence, the credit union has sustained a loss of only $8.88, and for the past two years it has paid its shareholders 3 percent interest, conspicuously higher than savings bank interest rates.

This vigorous manifestation of cooperative enterprise at Henry Street is an application in a social welfare setting of a movement for social and economic betterment which had its beginnings almost a century ago. Strangely enough the earliest successful cooperative society was founded in Rochdale, England in 1844, the same year in which the Society for Improving the Condition of the Labouring Classes, one of the earliest social agencies, was organized in London. Social agencies, then and until the era of public welfare work, were sponsored almost entirely by the propertied, philanthropic group in the community and were conducted for the propertyless, submarginal group who in general had no voice in the administration of the agencies which served them. Cooperatives, on the other hand, are self-governing.

THE cooperative movement sprang from an association of twenty-eight workers, mostly weavers, who had lost a strike for higher pay and whose wages were insufficient for their barest needs. Out of their dire necessity, they pooled their meager resources to open a little store in Toad Lane in Rochdale in order to supply themselves with food and to save the profit which previously had gone to traders who had exploited them. They used their power as consumers to help themselves and to build up capital with which they eventually bought a flour mill and became producers.

In the one hundred years since the beginning of the Rochdale Society of Equitable Pioneers, the cooperative movement has gone around the world. In England there are over 7,000,000 members of cooperative societies. The Scandinavian countries have been outstanding examples of how the standard of living can be raised with the aid of cooperative organizations. China has begun to rebuild its industrial life through cooperatives. [See "China's Industrial Wall," by Ida Pruitt, *Survey Graphic,* March 1940.] In the United States where until the depression the movement had had a slow growth, it now has over 3,000,000 members.

The principles upon which cooperative organizations are based are: open membership; one member, one vote; limited and fixed interest on capital; patronage dividends on purchases; selling for cash at market prices; no discrimination in regard to race, religion, or politics; continuous education; constant expansion. For each member or shareholder to have one vote regardless of the number of shares he owns means that it is the member and not his money that votes.

During the past four years there have been many informal discussions among settlement workers at their national conferences as to the applicability of cooperative principles to the field of settlement work and also concerning the contribution which settlements might make to cooperative organizations. Dr. Neva Boyd, assistant professor of sociology at Northwestern University and a resident at Gads Hill Center in Chicago, has pioneered in the work of aiding cooperatives to use recreation as a technique in building group spirit. Settlement recreation workers helped organize the National Cooperative Recreation School, which conducts recreation training courses for two weeks each summer in different parts of the country.

But the interest of settlement leaders in the cooperative movement is not a new thing. In founding Greenwich House, Mrs. Mary K. Simkhovitch and those associated with her called it the Cooperative Social Settlement Society, not because they were fully aware of the cooperative movement at that time (1901) but because, as Mrs. Simkhovitch expresses it in her book "Neighborhood": "We had seen the charitable approach to social problems and found it wanting. If social improvements are to be undertaken by one class on behalf of another, no permanent changes are likely to be effected. The participation by all concerned is necessary for sound improvements."

PERHAPS the earliest cooperative run on Rochdale principles in connection with a settlement was the grocery store at Hudson Guild Neighborhood House on New York City's West Side. Mrs. Annie Bromley had charge of a Mothers Club there during the period following the last war when there was profiteering in foodstuffs and people of the neighborhood were hard pressed by high prices. Mrs. Bromley's parents were English and she knew of the cooperative scheme through them. She talked over the price problem with her group at the settlement and explained how it might be met through a cooperative. The women organized a buying club which developed into a store. When this outgrew its quarters in the settlement, they rented space in a building across the street. The women were enthusiastic about the enterprise, not only because it cut their grocery bills but because they saw in it possibilities for world cooperation. They voted to send Mrs. Bromley to London one year as their representative at a conference of cooperative societies. After a successful career of ten years, the store was given up because of neighborhood changes.

The first credit union in connection with a settlement was started at the North Bennet Street Industrial School in the North End of Boston, in 1921. It was opened at a time when many persons in the neighborhood had sustained losses through the collapse of local banks. The credit union began with eleven members and a capital of $14.25. It now has 1,600 members and assets of over $200,000.

Boston has two other settlement house credit unions, one incorporated in 1927 at the Elizabeth Peabody House in the West End and the other chartered in 1938 in the South End and known as the Neighborhood Credit Union. The latter is the joint enterprise of four settlement houses and a church. It has assets of $12,500 and has loaned out about $9,500. There are 277 active members. For two years it has paid 4 percent interest on deposits.

In New York City, Henry Street has the oldest and the largest of the credit unions and is considered the parent organization, but there are also cooperative banks at Bronx House, Greenwich House, Hamilton House, Madison House, and Thrift House.

One of the basic conditions for a cooperative enterprise is that it be undertaken in a response to a felt need of its members. The Henry Street Credit Union was formed because a member of a young men's club fell victim to a loan shark who threatened the youth with physical violence. A member of the settlement staff loaned the youth funds to pay off the debt. The group, concerned with their fellow member's plight, knew of other similar situations

in the neighborhood and decided that a savings club might help solve the problem. Discussion had reached this stage when one of the young men happened to see a magazine article describing credit unions. The group brought the matter to a member of the settlement staff who suggested that they get in touch with the Credit Union National Association. The result was an organization started in connection with the settlement in the fall of 1936, which by the end of January 1937 had received a federal charter and become a full-fledged cooperative bank.

Now instead of borrowing money at high rates from a loan company which is interested in keeping him in debt, a member of the Henry Street Credit Union can borrow from his own bank at a rate of only 1 percent per month. If he loses his job, he can go to the board and explain his situation and be sure of a fair adjustment in repayments. At the same time, since he is borrowing from the savings of his friends and neighbors, he has a feeling of responsibility which holds him to the rules and regulations of the organization.

Members of the Henry Street Credit Union range in age from thirteen to sixty years. There are over five hundred of them, many of whom began their first systematic saving through deposits of a quarter each week. Those who secure loans from the union do so primarily for clothing, medical care (new babies come under this and are a popular reason for asking a loan), and for education. According to the treasurer, many checks are written to New York University. The further experience at Henry Street illustrates how the cooperative principle, once rooted, sends out new shoots and branches. The credit union was only the forerunner of many other cooperative enterprises carried on through an organization known as the Henry Co-op. Although the headquarters are at the settlement house, its 1,700 members represent many groups in the neighborhood. The co-op began with dances and now includes weekend outings, a lending library, a band, a dramatic organization, a buying club, accident insurance, and fresh country eggs—150 dozen a week. The manager of the co-op was a former WPA recreation worker. His salary is paid partly by the co-op, partly by the settlement. The board of directors, elected by the members, is composed only of members, with no representation of the house staff.

What can be expected from the intersection of Henry Street and Toad Lane? Already it has provided a demonstration of how, in the favorable environment of the settlement house, people can use the cooperative method to work out their common problems and gain experience and facility in the democratic process. It also opens up a hopeful area for study and experiment by social workers in other agencies seeking means to release the initiative and fortify the independence of those with whom they work.

"All We Need Is Money"

By ELSIE GLENN

Department of Public Welfare, Eastland County, Texas

TEXAS is coming out from the ether and is showing hopeful signs of recovery from the recent major operation performed by the legislature on her sprawling public welfare set-up. It is fair to believe, and certainly to hope, that the state will now settle down to an almost orderly way of doing its welfare work. Practically all we need is money.

When the legislature last year set up a new State Department of Public Welfare in which were combined the Texas Relief Commission, the Old Age Assistance Commission, the Child Welfare Division, and various other bodies, it gave us an orderly administrative framework even though it neglected to provide funds to implement services, except for the old folks. It gave authority to set up plans for aid to dependent children and to the blind, but shut its eyes to the need of money to make such plans work. It failed to give the state any authority to participate in direct relief. Even funds for that favored category OAA were so tangled up that one of the first acts of the new department had to be a flat cut of $6 a month in all allowances, the "saving" to be used to reduce the indebtedness of the old OAA commission. Happily that indebtedness is now under control and allowances are beginning to creep up again to their former level. But in spite of the fact that the new department is understaffed and much of its program not financed at all, we here on the ground believe that we are on the way out of the administrative confusion that has plagued us. And that seems something to cheer about.

The years 1934, 1935, and the first part of 1936 were relatively peaceful in Texas. The Relief Commission, with its own staff, dispensed direct relief of sorts and distributed surplus commodities and clothing to employables and unemployables. But, in the fall of 1936, the commission declared itself almost bankrupt and abruptly deposited the most troublesome part of its burden in the laps of bewildered county judges and commissioners. It would continue to distribute surplus commodities, but there it stopped: no direct relief, no medical care, nothing. The State Board of Control agreed to supervise county workers in WPA referrals, but had no money with which to pay them. OAA, at the time making only a feeble beginning, had its own set-up apart from anything else. Gropingly and reluctantly the county officials set up welfare offices with workers approved by the state and grudgingly paid from county and city funds. Spreading the limited resources available over the gigantic case load was, and still is, the miserable business of the county workers. To be sure OAA took over most of the old people, surplus commodities were available in considerable quantities, and WPA came swinging along with increased quotas. But there were literally hundreds of unemployables in every county who were lucky if they got any help at all. Grocery orders, rarely given, ranged from $2 to $10 a month for a good big family. Budgets, of course, were just conversation pieces. Paying rent was almost unheard of, and medical orders or hospitalization were permitted only under circumstances of dire emergency. In most counties sur-

plus commodities still are the only form of relief for people who cannot qualify for OAA or get on WPA.

The plight of the staff was not much better than that of the clients, nor is it likely to be until the new state department gets its teeth in its job—and some funds to bite with. Take my own county, for example, one of the largest in the state with a case load well above the average. Distances are such that we have three welfare offices located in towns about ten miles apart. Each office has a single social worker who does practically all the work in her district, including WPA referrals. In some counties WPA interviews are dated months ahead.

But here's a curious thing: we three county workers, although we are employed for exactly the same purpose and are doing exactly the same work, get paid on entirely different scales. One of us gets well under $100 a month; another just under and the third just over that amount. Two of us must buy our own office supplies; one may requisition what she needs from the city in her district. All of us are reimbursed for gas and oil used in our cars, but for no other expense incident to the mileage we have to roll up in getting around. The reason for this disparity in pay is because the county provides a fixed salary—naturally the minimum. Anything above that the worker must wangle for herself from the communities she serves. Some communities are more "wangleable" than others.

Under the new legislation the state department consists of a three-man board, unpaid, which appoints a state welfare director to serve at its pleasure with the approval of the legislature. The state has been divided into some thirty-seven areas, each with a supervisor. In the counties with large population centers, such as Dallas, Fort Worth, and Houston, where the load runs upwards of 6,000 cases, there is one supervisor to a county. But in the less urban districts an area embraces anywhere from two to fifteen counties, and the supervisor of necessity becomes a good deal less of a supervisor in the sense of case supervision than an administrative officer whose time and energy must be stretched over dealing with staff problems, relationships with county commissioners, with WPA, NYA, CCC, and the surplus commodity people, stimulation of local financing of work projects and of "pauper relief," to mention only a few of the responsibilities of the job.

Four field representatives supervise the supervisors. And speaking of responsibility—each of these field representatives covers a region with an average of more than 50,000 cases. Meantime the OAA workers continue to do their particular jobs and the county workers to struggle with WPA intake, the distribution of surplus commodities, and the grim fact that local relief funds are such a pittance that only the direst emergencies can be helped. And many counties haven't even a pittance.

Given that picture I suppose that it is not very bright of county workers to be optimistic. We know that the state office is inadequately staffed, and no one knows better than we do the futility of a program without funds to implement it. But we know, too, that the new machinery is running more smoothly every day. At least we now are under one administrative direction with one manual to guide our procedures. Maybe we're foolish, but we anticipate hopefully that the legislature which meets in January will grease the wheels with an appropriation that will let us start aid for dependent children and for the blind and perhaps even provide more staff with salaries on a more nearly professional level.

Foolish or not we believe that with the new framework of administration, Texas has turned a hard corner in the direction of a well rounded modern system of public welfare. We know that there are tough times ahead but we are on our way.

A Word to the Wise

An Open Letter to Case Workers

By HELEN CODY BAKER

TIMIDLY, reverently, and with all the humility appropriate to a mere interpreter of social welfare when she enters the inner shrine of the sacred temple of family case work, I approach this task of telling experts in human relations how their public relations might be improved. I'm not joking, either, when I call you experts in human relations. I use the shopworn phrase in sober earnest. My respect for your patience and your wisdom has grown steadily through the many years that we have worked together.

My own involuntary and abortive efforts in your field, undertaken at your request, have been singularly unsuccessful. From time to time you have sent me clients who could write, or who thought they could write, because you felt that talking with another writer might have some "therapeutic value." In every single instance I have hindered rather than helped. There was the Ph.D. from the University of Edinburgh for whom I cashed a small check. When it bounded back to me stamped *"Not sufficient funds,"* the case worker said, "You should have known that a man with his background simply couldn't admit he had no money in the bank." There was the writer who brought a personal letter from the director of a community chest in another city, and a sheaf of clippings of things he had written before he fell on evil days. I put him in touch with a magazine editor and he actually sold that magazine a story —the nastiest story about social work that I ever read. The case worker who sent him to me observed that I might have realized his bitterness would have to take that outlet. And there are numerous other instances in which I have blundered for lack of your insight into the workings of the human mind.

I marvel at you. I don't know how you do it. I wouldn't have your job at any price, or trust most of you with mine.

Now why do you suppose that is? Because after all is said and done, our jobs aren't so very different. We are both

trying to create understanding, sympathy, and cooperation between human beings. That's all there is to publicity, and unless I read your professional literature very stupidly that is at least a part of social case work. I watch you at work with your clients and bow before your skill. I watch you with the business man, newspaper reporter, legislator, taxpayer—and wonder why you don't use that skill.

MY proposed solution of the vexed problem of social workers' public relations is so simple, so obvious, that I am surprised one of you hasn't written a book on it before now. But I have read your books, your magazines and bulletins without finding it. What I have found, however, is example after example of the techniques which you use when you want to build a good relationship with a client. I suggest to you that exactly the same attitude would produce equally good results with any other human being.

And yet there is a steadily increasing body of evidence to prove that your attitudes to other human beings are quite different. Take reporters, for example:

Richard Neuberger, northwest correspondent for the *New York Times,* had this to say about you at the Washington State Conference in 1939:

> Reporters have a congenital dislike of uplifters, reformers, and highbrows. Some social workers, when they have a reporter before them, feel that they have such a big problem of reform in him that they forget about the presentation of their case.

In February 1939, the *Compass* carried an article, "The Interpreter Listens," by Donald Hurwitz. It told of a meeting of the Cleveland chapter of the American Association of Social Workers at which estimates of social workers were reported by a committee that had gathered them from doctors, lawyers, office managers, clerical workers, politicians, and laborers. Among a long list of comments I find these:

> Social workers are arrogant. . . . They think that they know everything and that no one else knows anything. . . .
>
> Social workers have developed a peculiar vocabulary, intelligible only to themselves. . . . They often use this vocabulary when they are not sure what they are trying to say. . . .

If I had merely read these things, and never seen them happen, I simply wouldn't believe them. But alas, my own experience substantiates this evidence.

There is the social worker who brought me a letter she had written to her congressman. It was a beautifully logical letter, but it fairly bristled with "musts." In every single paragraph she said, "You must." I am certain that in all her professional life she never said "must" to a client. The congressman made no reply. Perhaps he felt the way James Weber Linn said the Illinois downstate legislators felt when a group of vociferous and aggressive social workers descended on them in a body. Mr. Linn quoted one of the representatives as saying: "Lady, who elected *you* to represent the voters of my district? I take my orders from them."

Some of us in Chicago recall with mixed emotions an occasion on which a business man, representing a committee of business men appointed by the governor to suggest improvements in public relief in Chicago, came to speak to our chapter of the American Association of Social Workers.

He told us that this committee had decided to make a "complete and realistic reexamination of the cases currently receiving relief" and that this involved the examination of case records and visits to clients' homes. He also told us that he hoped this survey would lay some ghosts: the lazy-client-who'd-rather-live-on-relief-than-work ghost, for one; perhaps the case-worker-who-keeps-'em-on-relief-to-save-her-job ghost. He said: "We want to do this thing as well as possible. We are non-political. We are objective. This isn't an investigation. It's a study, we want your help."

Did he get it? He didn't. We rose to our feet, as a woman, and bombarded him with criticism.

Here are some of our many questions: "What kind of investigators will do this visiting?" . . . "What are they going to do?" . . . "What will they know about it?" . . . "Why couldn't social workers do it?" . . . "What kind of newspaper publicity will you give these families?" . . . "Why aren't there any social workers on your committee?"

Written down in black and white, these questions don't read the way they sounded. But even written down, I'd like you to try this experiment with them. Suppose you had a client with whom it was intensely important that a good personal relationship be established; suppose you hadn't yet fully won his confidence; suppose he was honestly in doubt as to whether you could give him any help; would you get where you wanted to go with him by beginning with critical questioning? Especially if your tone of voice was pretty cocky, antagonistic, and defensive?

The business man who came to our chapter meeting took a bad beating with very good grace. We set him right about our superior education, our training, our confidential relationship to "our" clients.

All this may have been highly useful information for him to have, but I doubt if it endeared us to him. I doubt if it built a successful personal relationship. You don't begin successful personal relationships by telling people how smart you are, and social workers know this better than anybody. They never begin that way with clients.

Of course it's highly possible that they didn't care a hoot whether or not the business man liked them and understood them. If that's the case I haven't a word to say. But if that is the case then they ought to know better than to ask the same man to support their work, either by gifts or taxes. Nobody is going to trust money with somebody he neither likes nor understands.

IN the face of this performance, this bewildered interpreter sometimes wonders if case workers are really as expert in the art of human relationships as she tells the world they are. As I see it, the case worker has two very important human relationships to think about. One is with the client. One is with the taxpayer or contributor who pays the bills. The adequacy of her care for the first depends on the excellence of her technique with the second. Am I all wrong about this, or is there something in it?

Unfortunately, I could go on like this for pages and pages. But it wouldn't get us anywhere. Instead, let's consider what the social worker's attitude *might* have been in every single one of these cases. I quote from Fern Lowry in "The Case Work Notebook" published in 1939 by *Social Work Today.* Says Miss Lowry:

> The case worker is not concerned with judging the individual—his goodness or badness, his wisdom or lack of it.

She is there, rather, to understand this person, to see why he feels as he does or behaves as he does, to see what he wants . . . and to understand to what extent and how the agency's services can be helpful to him. This assumes an acceptance of the individual's right to be as he is, and a renunciation of the worker's impulse to make him otherwise. It assumes also a respect for the meaning which the individual's situation has for him, regardless of what it may mean to the case worker or to others. . . .

Hear also the words of Florence Hollis, in the introduction to "Social Case Work in Practice":

A second element in the worker's attitude toward the client is what has been called "acceptance." This goes farther than a recognition of the client's right of self-determination. It adds to this recognition the quality of warmth and liking. It is rarely possible for a case worker to help a client whom she dislikes. There must be . . . a certain "out-goingness" to the other person to form the bridge across which help can be given. . . . The presence or absence of this emotional tone is always felt by the client.

THERE, in the words of your own leaders, are descriptions of two attitudes which have been effective in building successful relationships between human beings. Now will you read those two paragraphs again, substituting "reporter" for "individual" in the first and for "client" in the second. Then read them again, using "congressman" instead of "reporter"; and once more, using "business man" or "taxpayer," or "contributor," or the name of the person with whom you are having the most difficulty at the moment in your public relations program. Maybe it's the president of your board. Maybe it's the chairman of your budget committee. Whoever it is, ask yourself if you have tried that approach to this person.

A case worker who used it with a newspaper reporter might eventually accept the newspaper as a commercial enterprise, selling news, entertainment, advertising, and a very little education to the public. She might see the reporter, either as a hard-shelled but soft-hearted old timer, or a jittery youngster on his first assignment. In either case she would accept the fact that his job was to get a certain story under the terrific pressure of a newspaper deadline (social workers know all about "pressures") and that his name would be mud with the paper if he came back without it. She might then turn her mind to "what extent the agency's service could be helpful to him."

Even if she did this, she might not be able to give him the story he wanted. But then, you can't always give a client just what he wants, can you? At least, she would have approached the situation in a state of mind that would produce the minimum of resentment and the maximum of good will.

Suppose that we had used with our business man at the AASW meeting the attitudes Miss Lowry and Miss Hollis advise us to use with clients? Would he have carried away a better impression of us? At least it might have been worth trying.

And what if it failed? What if he was still uncooperative? Well, my case worker friends tell me that attitudes change rather slowly. Here is a quotation from *The Family,* December 1939. It is the story of Frank, aged twenty-two, an Italian boy who drank, gambled, and beat his mother. Donaldine Dudley has this to say about the case worker's approach to Frank.

He asked the case worker's advice. She turned the question back to him, asking what seemed best to him. What did he really want to do? . . .

He then wanted to know what she thought about drinking and gambling. She led him to consider them not as questions of right and wrong but from the standpoint of *what would happen if he continued them. He reasoned this out and decided that they would get him into further trouble.* (Italics mine).

Might not this be a good approach to the taxpayer who is really more shortsighted than anything else? And if he could not be instantly convinced, what then? Let us consider what happened with Frank.

Frank didn't come back for a year. The social worker waited patiently. Then, Miss Dudley continues:

It has often been observed that a client who has withdrawn from a case work relationship may come back with greater insight after a period of working over his problems by himself. . . . Each time there was a natural place for the case worker to give him some recognition of himself as a person, he straightened his shoulders and then more readily went on to reveal more of himself.

We needn't hammer this home any longer, need we? As I said in the beginning, it's too simple and obvious to require much thought. Nevertheless, we may not find it as easy to practice as it is to preach. But neither is case work, if we are to believe this statement quoted from the same issue of *The Family:*

Such principles as . . . sensitivity to the client were intellectually known to me before I entered the school, yet all the reading one does about them is useless unless one is able to *feel* these principles—really to have them part of one, to accept them.

. . . The very first time I spoke with a client I faltered, fumbled, and felt quite at a loss. In a recent first contact, I . . . could attend to the way the client felt rather than to the reactions I was having.

Reread those two paragraphs, substituting one of our other "public relations" for the client, and I shall have made my final point.

This letter, promised last spring in an optimistic moment, has finally taken shape at the September institute of the North Atlantic Region of the Family Welfare Association of America. In the intervals between my own classes I either have been sitting in my room getting these thoughts down on paper, or sitting in the sun listening to a psychiatrist, Dr. Ralph Kaufman, lecture to a group of case workers. Today I heard him tell them that attitudes *could* be changed. I had been a little worried by the thought that I might be asking you to attempt the impossible. When I heard those words from the lips of an authority, I sighed with relief and came indoors to write this final paragraph.

All that you need to do, to improve your relationship with the public, is to use the very same techniques that you use with your clients. To do this, you will have to change some of your attitudes. But it can be done. Dr. Kaufman says so. And if it can be done, case workers can do it.

This is the second of a series of three articles by Mrs. Baker on public understanding of social work and social workers. The third, "Social Workers as Propagandists," will appear next month.

MISS BAILEY GOES VISITING

"Even If It Gets Rough"

By GERTRUDE SPRINGER

THE lunch table talk was going full-tilt when Miss Bailey, late as usual, slid into the seat that had been saved for her. Three times, as she took off her gloves and slipped out of her coat, she heard "It seems to me . . . ." Plainly these were social workers.

"What's it all about?" she whispered to her neighbor who, at the moment, was taking no part in the conversation.

"The state conference theme—Miss Desmond says she's fed up with all the high-sounding talk about social work and democracy and wants to see a little more practice on the job."

So. This promised to be good. The announced conference theme, "Social Work's Responsibility to the Preservation of Democracy," did sound pretty stuffy, but Miss Bailey wouldn't have dared say so, not out loud anyway.

"Why do we have to keep on protesting our faith?" Little Miss Desmond had the floor: "Who's ever challenged our responsibility to democracy, or our faith in its principles? Social work itself is an affirmation of those principles. And if you want it in words, take a look at the proceedings of the National Conference for the last two or three years. It's all there. All the speeches we've made at one another; all the ways we've told each other that the blessings of democracy must reach all the peoples. We're on record all right. What more do we want?"

Miss Desmond's question was rhetorical and her vehemence did not invite answers, but Miss Bailey barged in:

"Maybe we want to dress up in Sam Brown belts or get in a parade or something."

"That's it. We want to climb on a bandwagon. And we, of all people, ought to know better. It seems to me that it's time social work stopped speechifying about noble principles of democracy—which no one denies—and got down to practicing them in all its community relationships."

Again Miss Bailey was brave: "What do you mean by social work?"

"You would!" said Miss Desmond as a smile went around the table. "Don't try to trap me into definitions, my good girl. If you ask me, too much of our energy goes into spinning them. It's a funny thing that social workers themselves talk about social work as if it were something you could see and feel, and yet they are the first to deny its entity when some outsider speaks of it as if it were all of a piece."

"Do you remember that paper Neva Deardorff did for National Conference a few years ago?" queried the woman opposite Miss Bailey. "She marched out all sorts of facts and figures to show that social work is, as she put it, an indefinite set of concerns of many groups of people with practically no common denominator and with as many divisive as unifying factors. She wasn't very hopeful of any unity of opinion or action among social agencies."

"And as for social workers being united in anything but cosmic principles . . ." Miss Desmond paused to deal with her coffee, and a girl in a snappy red hat picked up the ball and went down the field with it.

"We're anything but. Look at us. We have our professional organization, the American Association of Social Workers, and how we pick on it! In certain large cities, we have the aggressive young union movement. And how we pick on *that!* And then, outside both groups, we have the great body of people whom the public believes to be social workers because they're doing social work. And everybody picks on them. And yet we keep on talking about 'we social workers' as if we were all in step, seeing eye to eye, marching like the Christian soldiers, 'all one body we.' "

"Well, we are united as far as noble principles are concerned," countered Miss Bailey's neighbor, "but when it comes to implementing them in a program we're off in all directions at once."

"Are you saying," Miss Bailey really wanted to know, "that social work as such, that social workers as a professional body, have no contribution to make to the preservation of democracy?"

THERE was a moment of silence, then Miss Desmond took the floor again: "In theory our jobs are an expression of democracy, but in practice I think our contribution must be in our individual performance; and I don't believe we can know what that adds up to until we do some honest self-examination and probably a little drastic spiritual housecleaning. I sometimes think—and if this be treason make the most of it—that until recent years there wasn't much practical democracy in social work and that even now practice has not caught up with protestations."

"Whew!" came from all sides.

"Well," Miss Desmond had started something and had to go on with it, "take a look at the history of social work in this country. Leadership and dedication and wisdom went into the establishment of private social work, not into the development of the public services. They were left to rock along as they would. Why? Because the leaders of those early days would not accept the limitations of performance imposed by the social values and beliefs held by most of the people. They refused to abide by the expression of the majority and they set up social work, as we know it, outside the essential democratic process. I'm not saying that their theory of demonstrating their philosophy and method was not, in the long run, sound and successful; but I maintain that if they had bored from within instead of functioning on the side, our development would have been very different. Perhaps better, perhaps not, I don't know; but certainly more in the framework of political democracy."

"And you think that our history gets between us and the practice of democracy?" asked Miss Bailey's neighbor.

"Yes, I think it does," went on Miss Desmond. "We inherited a strong streak of independence of the restraints imposed by the practical functioning of democracy and we are not yet adjusted to the change brought about by the inexorable course of events of the past ten years. We have seen our philosophy and our methods, developed in the relatively protected milieu of private agencies, tumbled into the hot dusty arena where democracy in the U.S.A. operates—I mean what's commonly called politics—and it's been terribly hard for us to take. We can't bear to have

our professional child knocked around by rude people who don't understand it.

"Most of us cut our professional teeth in private agencies where the only body politic we had to reckon with was our own constituency—likeminded or it wouldn't have been our constituency. We talked about 'the public,' but really didn't know or care much about it. Gradually, as we grew more professionally conscious we became a little superior to the great common people. I can remember and so can everyone of you at this table, a time not so long ago when an honest-to-goodness social worker who went over into a public agency was looked on as an erring brother."

"At least we've gotten over that," observed the girl in the red hat.

"I'M not so sure," chimed in Miss Bailey, who with some difficulty had been preserving an unaccustomed silence. "In fact, it seems to me that even now, with all our protestations of democracy, a social worker who goes into public office by political appointment is immediately suspect, even though up to then he has been our blood brother in the AASW. If he were a client we would try to understand him and the setting in which he had to function; but he's a colleague so we stand back and wait for his foot to slip."

"That reminds me," Miss Desmond came back, "of what happened out in my home state last year. The state welfare director had done a swell job, had the respect and confidence of the best people of the community, including the social workers. But unfortunately his governor lost the election and it followed that the director would lose his job. That's the way our political system works. The social workers couldn't take it. They formed committees and got up petitions and buzzed all over the place to keep their man in. In the midst of it all the new governor up and made his appointment; a perfectly good social worker, not very prominent but all right. And what did the social workers do? Did they accept the inevitable and make the best of it. No, indeedy. They retired on their dignity, just wouldn't have a thing to do with any of it.

"The man told me about it himself. He was pretty disillusioned. 'I know I'm not as good as the other fellow', he said. 'But I could get the job and he couldn't. I thought the social workers would stand by and that we could keep things going at the old level. I needed all the help I could get. But nothing doing. You'd have thought I was a burglar or at least poison ivy. That's as much help as I got.' "

"What would you have us do? Join up with the politicians?" asked the girl in the red hat.

"If they're good ones, yes; if they're bad ones, no. There are both kinds, though we don't always seem to know the difference. We lump 'em all together and turn thumbs down. And we're just babes in the woods when it comes to understanding practical politics, how it works and why, the factors that win or lose popular consent for political leaders. We need to understand the politicians' methods of gaining the consent of the people, but that doesn't mean that we have to use 'em in the same way he does. I don't believe that our kind of social work has that consent at this time, but it sure is going to need it if it is to go ahead.

"I'm not saying we're snobs but I do think that some of us, while passionately affirming our faith in democracy, are pretty self-righteous in our attitude toward its workings, are inclined to gather up and go home from the party when we can't call the tunes."

"Should we dance to all the tunes?" asked Miss Bailey.

"Certainly not. But I believe we should stay at the party even if it gets a little rough."

Miss Desmond beckoned to the waitress for some hot coffee and Miss Bailey's neighbor seized the opportunity for a question:

"Granted that all you say is at least arguable, how would you have us go about being as democratic realistically as we believe we are intellectually?"

"Well, I don't believe you can do it in a conference program, though it would be fun to try. I go back to that line of Dr. Carrel's, 'If there is any regeneration of our people it must take place in the small laboratories of our private lives.' I don't know of a better place to start practicing democracy, do you? And as a first step, I think we need to come clean with ourselves as to how much we really do honor democracy as it manifests itself in our field and how we honor it in our professional and community relationships. But each fellow has to do it for himself."

"And do you think we'd come out of the self-communion with humble and contrite hearts?" asked red hat.

"Lord knows. We're pretty tough. But there's one ornament of our distinguished calling that I'd like to see try it. In the course of conversation with him the other day I mentioned the name of my native state. 'You come from there?' he was positively shocked. 'Why their social work is terrible.' Now as a matter of fact it isn't. Considering the setting and the social traditions of the community, it's pretty good and getting better all the time. What's more the people understand it and its progress is supported by the good old democratic procedure. I said as much and all I got for my pains was kind of a snort and 'They have an undifferentiated case load—and look at their personnel! Why there isn't an M. A. in a carload.'

"NOW I warn you, the first time I hear that stuffed shirt stand up in a meeting and talk about democracy and social work—and likely as not he'll do it at state conference—I'm going to walk out on him."

The picture of little Miss Desmond stalking down the aisle in a one-woman protest against pomposity brought a laugh and "Atta girl, we'll make it a parade."

Miss Bailey and the girl in the red hat went out together into the early winter sunshine.

"Are we as bad as she says we are?" asked the girl.

"Of course we're not. Miss Desmond loves a soap-box. Always has. She has hold of democracy now because everybody's talking about it. But not so long ago she was all steamed up over the snobbery of social workers and, as I remember, with about the same arguments."

"But even I have noticed how we, or at least some of us, suspect the motives of anyone who comes into authority in our field by way of politics and how ready we are to criticize him."

"Yes, that's true. We're a lot of kibitzers."

"And maybe we are a little over-protective of our professional child, of social work. Maybe a little knocking around by the processes of democracy will be good for it."

"Maybe it will," said Miss Bailey.

Since March 1933 "Miss Bailey" has been a SURVEY MIDMONTHLY *character, her close-in observations of social work in action a continuing feature. Her roving eye has seen and will continue to see relief and security services at work, efforts to "bring communities along," the sweet and sour aspects of staff, board, and community relationships.*

Here in Washington . . . By Rilla Schroeder

THE Wagner-McCormack amendments to the Social Security Act will lie over until the new Congress, but Senator Wagner has served notice that he plans, as soon as the Seventy-seventh Congress convenes in January, to reintroduce his bill S.4269 and to press for its speedy enactment. He has removed one obstacle to the passage of the bill by amending his own measure to exempt public employes already protected under state, county, and municipal pension systems. Senator Wagner always has contended that nothing in S.4269 was calculated to repeal or interfere with the independent status of such systems. However, to remove all doubt, and to silence the opposition already making itself heard in Washington, he has amended his bill "specifically and without reservation" to exempt protected persons. The amendment is in line with that recommended by the National Education Association.

Washington Press Photo
RILLA SCHROEDER

The bill, in its present form, would extend coverage under the old age and survivors insurance program to about ten million additional persons, including some 4,000,000 agricultural workers; 2,500,000 domestic workers; 750,000 employes of non-profit organizations (excluding ordained ministers and members of religious orders); and 1,500,000 employes of states, counties, and municipalities not now covered by pension plans. In addition, the bill would bring under the protection of unemployment insurance about five million more workers, including those employed in establishments having fewer than eight employes. As the bill now is written the section dealing with employes of non-profit enterprises is based upon the principles of S.3579, introduced last spring by Senator Walsh of Massachusetts. The Walsh bill was an effort to give social security protection to those workers excluded when the original act was drawn and when HR.101 was tabled by the House Committee on Ways and Means early in the Seventy-sixth Congress. It amended the excluding clause to limit exemption to duly ordained ministers and members of religious orders, and to permit taxes imposed upon charitable and religious organizations to be paid directly into the federal old age and survivors insurance trust fund.

A number of religious bodies endorsed the Walsh bill and undoubtedly would go along with the Wagner-McCormack measure. However, these groups are not those who made the successful fight on HR.101, and last spring there was ample evidence that the compromises in the Walsh bill would not satisfy their objections to HR.101. Representative Caroline O'Day, who sponsored HR.101, later introduced a second bill, HR.8118, which left the religious groups entirely exempt. At present this is the only compromise that those who objected to HR.101 will accept.

The Wagner bill will be considered by a subcommittee of the Senate Finance Committee which has promised, in its study of the measure, to take up all proposed amendments to the Social Security Act. The pension bloc in Congress is preparing a measure calling for a flat federal pension of at least $30 a month for all aged persons. This bill will be introduced in both House and Senate and will be considered by the subcommittee. Consequently the hearings on the Wagner measure promise to be somewhat lengthy.

THE TOLAN COMMITTEE, OR TO GIVE ITS full title, the Committee to Investigate the Interstate Migration of Destitute Citizens, has completed its hearings and its report will be ready for the Seventy-seventh Congress when it convenes. Details of the report are not yet available, but they will be based on a wide variety of recommendations made to the committee in the course of its travels. These recommendations fell into two classes: temporary relief, and permanent solution of the problem. Federal grants-in-aid to states were widely advocated and, no doubt, will be included in the committee's recommendations.

It was urged repeatedly that any program for the protection and aid of the migrant should include compulsory education for his children until they have attained at least a grammar school education. It was generally agreed that the states, to provide the required schooling, would need federal aid to some extent. Representative Frank C. Osmers, Jr. of New Jersey, a member of the investigating committee, has interested himself especially in the educational angle of the problem. Mr. Osmers says: "I have come across, in my travels in the past summer with the Committee on Interstate Migration, sufficient evidence to convince the most skeptical that the federal government has a huge stake in the care of the migrant."

CONFEREES ON THE RAMSPECK CIVIL Service bill emasculated the Nichols amendment, dropped the highly controversial fingerprint vs. photograph item and carried the measure triumphantly through both House and Senate. The Civil Service Commission, as predicted, removed the bitterly contested photograph issue with an announcement that, hereafter, photographs no longer will be required of applicants for examination. Fingerprints will be substituted as soon as the machinery is available.

THE FOUR MONTHS' PERIOD ALLOWED BY Congress for the registering and fingerprinting of all aliens in the United States expires on December 26 and can be extended only by congressional action. Director Earl G. Harrison is making a last minute drive to bring the relatively few unregistered aliens into the fold. Failure to comply with the law carries a $1,000 fine, six months in jail, or both. Mr. Harrison believes that the stragglers are either ignorant of the law or deliberately are trying to evade registration for reasons of their own. The last group will be handled without gloves when the law finally catches up with it.

THE FIRST "BONUS" BILL FOR PERSONS inducted into the military or naval service in the present emergency has made its appearance. It is HR.10661 and provides for the payment of $60 to such individuals upon honorable discharge or transfer to inactive duty. In the past its sponsor, Representative John Costello of California, has consistently opposed such bills and his measure may have been introduced merely as a warning of what is to come. The bill dies, of course, with the present Congress.

IMPORTANT CHANGES IN PERSONNEL AND procedure are expected to follow the appointment of H. A. Millis, professor of economics at the University of Chicago, as chairman of the National Labor Relations Board. Mr. Millis was sworn in on November 27, breaking the one-to-one deadlock that has blocked NLRB business since Chairman J. Warren Madden's term expired on August 27. Three staff members, whose administration of NLRB functions had been criticized by William M. Leiserson, resigned at once. [*See Survey Graphic,* June 1940, page 344.] In addition to a new member, NLRB now has a new general counsel, Robert B. Watts, former associate counsel, and known to share the Leiserson viewpoint. He succeeds Charles Fahy, named assistant U. S. solicitor general some months ago.

The Common Welfare

The Walter-Logan Bill

BY a surprise move, the Walter-Logan bill, which aims to hamstring the work of the federal administrative agencies, was brought up in the Senate on November 26, and passed by a close vote—27 to 25. The measure passed the House in April among a lot of routine business, and with few members realizing that the Walter-Logan bill was before them. The bill, based on a report by an American Bar Association committee, has had the enthusiastic backing of important business interests, and of opponents of social and labor legislation. It provides for judicial review of the rules and regulations of administrative agencies, and of all final acts of these bodies, including the evidence on which the decisions are based. In effect, it would mean that the work of the National Labor Relations Board, the Interstate Commerce Commission, the Social Security Board, the Federal Trade Commission, and scores of other boards, commissions, and administrations could be tied up for months or years pending court review not only of law but of fact. Thus if the Walter-Logan bill becomes law, the proposal to weaken the National Labor Relations Act through amendment loses most of its significance. For by making all rules, regulations, and decisions of administrative bodies subject to review on both law and evidence, it is obvious that the functioning of the agencies would be so confused and delayed that no specific change in any one would be required to cripple it. [See *Survey Graphic*, June, 1940, page 344.]

On December 2, the House re-passed the bill by a vote of 176 to 51. If the President refuses to sign it a strong effort to override his veto is expected.

Salutary Straw

A VOLUNTEER effort at the November election to clean up frauds at the polls is seen by Chicago folk as a straw indicating that their city may be heading into one of its periodic spells of civic reform. This effort, started in a small way, gained such momentum that it assumed the proportions of a crusade. One of its beginnings was in the righteous indignation of certain young Republicans over the customary election procedure in the city's "16 worst wards," largely Democratic. But this partisan concern soon joined hands with other community forces in a non-partisan Joint Civic Committee on Elections.

With an enthusiastic spearhead of young professional and business men, 6,000 volunteer canvassers and poll-watchers were recruited and given a brief intensive course in vote frauds and how to prevent them. A motion picture, a handbook, and two lectures were the nucleus of the training. Young men and women who never before had shown an interest in election machinery worked in two shifts from five in the morning of Election Day until the count was completed in the gray dawn of Wednesday morning. The result was the quietest and cleanest election that the "16 worst wards" have ever known. Interestingly enough, from Chicago's "better wards" where the committee had not thought it necessary to station its watchers have come complaints from irate Democrats who claimed that their names were stricken from the poll lists.

Today, a lot of Chicagoans know more about the business of elections than they ever have known before. They have acquired a salutary curiosity about practical local government which, many observers believe, will carry them farther into its workings.

Housewives at War

HOW intimately the war touches the daily lives of the people of Great Britain—all the people—and how successful the Churchill government has been in giving everyone a part in the vast national effort is revealed in occasional news paragraphs of the mimeographed "Bulletins from Britain," compiled weekly by the British Library of Information, 50 Rockefeller Plaza, New York.

Thus a recent issue describes how British housewives salvage and turn over to the manufacturers every household scrap which can be converted into war materials. The salvage program began with a "raid" on the closets, attics, garages, and sheds of twelve million homes, to rout out unused odds and ends. "Working parties" were grouped to sort the salvage, which was loaded on trucks and hauled direct to the factories.

Then came the organization of the day-by-day job. Each housewife was directed to keep a row of boxes at her doorstep: one for newspapers, wrapping paper, food cartons, boxes, to be re-pulped and processed into rifle and shell cases, cartridge wads, food containers; one for bones ("these provide glycerine for explosives, fertilizers, glue for airplanes"); one for rags and clothing to be reprocessed into blankets and even uniforms; one for metal, mainly tin cans; one for scraps which can be converted into animal feed. "No less than forty pigs can be fed each week from the kitchen waste of every thousand homes." And as to tin cans, bottle tops, old toothpaste tubes—"it takes only one ton of metal to make 150 cases for 18-pounder shells." Trucks regularly collect the salvaged material, energetically saved and sorted, because "the housewife's 'doorstep ammunition' will help shorten the war."

Psychiatric Warfare

PROBABLY for the first time in history, mental health today is recognized as a definite element in national defense. That this recognition comes from our own government officials was the heartening word heard last month at the annual meeting of the National Committee for Mental Hygiene when eminent psychiatrists told of plans under way for psychiatric examinations in the selective service system. In their present form the plans, worked out by the American Psychiatric Association, the surgeons general of the army and navy, and the Selective Service Commission, involve fifteen-minute routine examinations based on the bare fundamentals of psychiatric theory. For this psychiatric duty the army is asking for a hundred volunteers, though it is estimated that upwards of 700 eventually will be needed. A preliminary survey shows some 500 psychiatrists available, of military age and fitness and not already in the army and navy reserves. In addition there are 300 who are now commissioned reserve officers.

An indication of the usefulness of "psychiatric screen-

ing" for the men of the armed forces is presented negatively by the experience of Canada which has no routine psychiatric examinations except in the aviation division. The Canadian National Committee for Mental Hygiene reports that 30 percent of Canadians invalided home from Britain are afflicted with mental and nervous disorders—a large proportion with major psychoses. A study of 200 of the invalided cases showed that 62 percent of the mental defects were so obvious and of such a character that they could have been detected by psychiatric examinations during the training period.

But the importance of mental health in a defense picture, said the mental hygienists, is not confined to the armed forces. It is equally important for the reserves—the men who have completed their military training—and for the mounting numbers in defense industries. And looming large in the program of total defense is the mental health of the civilian population, the maintenance of those stable qualities of mind that fortify morale and defeat the "psychology of terror."

Ambulances or Overcoats

AMERICAN expression of sympathy for the people of England has assumed such sheer bulk that the British government has set up an American Gifts Committee headed by Sir Ronald Lindsay, former ambassador to the United States, to deal with the problem of shipping priorities. The committee includes representatives of government departments and of officially recognized relief agencies. There is no question of the usefulness of American gifts of garments, shoes, blankets, hospital supplies, and so on, or of the British need for them; it is wholly a matter of putting first things first, ambulances or overcoats for example, and of using for the most urgent necessities such shipping space as is available. This space is becoming increasingly limited as shipments of military supplies increase in volume. Henceforth requests for American aid made by any British relief organization must be cleared through the American Gifts Committee which will determine urgency in relation to the immediate need and will arrange for the assignment of shipping space accordingly. This is in a way an extension of the system pursued by the American Red Cross which has sought shipping space only for supplies specifically requested by two officially recognized relief agencies—the British Red Cross and the Women's Voluntary Agency.

The new American Gifts Committee has expressed the hope that the many organizations in this country engaged in various activities for assistance to the British people will form a central committee with which the AGC can cooperate to the end of concentrating efforts and facilities to meet immediate needs.

Labor's Thorny Issues

COMMUNISM and racketeering were the thorniest issues in the two national labor conventions—Congress of Industrial Organizations and American Federation of Labor—in session last month. In the AFL the delegates went beyond condemnation of communist philosophy and passed a resolution demanding that the Communist party be "outlawed" from this country. In the CIO there was a conflict of viewpoint. The Amalgamated Clothing Workers, the Textile Workers, and other affiliated groups urged a stronger resolution than the very general statement which finally was adopted without the bitter airing of the subject which had been expected. The new CIO president, Philip Murray, Scottish-born coal miner, does not share the sympathy of his predecessor, John L. Lewis, with left-wing unionism. Lewis is reported to have promised him a free hand in reorganization, but no radical "purge" is to be expected. If some "party liners" are dropped, as now seems likely, they probably will be eased out one by one, and without fanfare.

If there was general agreement in the AFL convention on the question of communism, there was sharp disagreement on the question of racketeering and the responsibility of the Federation in the matter. A series of "incidents," capped by the Scalise scandal, had stirred a demand, inside the AFL and on the part of the public, that labor "clean house." Some delegates, outstanding among them David Dubinsky of the International Ladies' Garment Workers' Union, had expressed themselves in favor of giving the executive council authority to step in and remove dishonest leaders if the union itself failed to act. The resolution, unanimously adopted, fell far short of this. It gave the council authority to "use all its influence" to force action disciplining unionists who used their positions for personal gain, and it called on national and international unions to amend their constitutions to provide for "adequate disciplinary action" against officers or members found to have been disloyal to their trust, or to have committed acts tending to discredit the labor movement. But the convention followed the official AFL policy in refusing to interfere with the autonomy of member unions, or to place upon the central body any responsibility for cleansing craft unions of racketeers who prey on workers, employers, and the public.

Birthday Candles

SURVEY MIDMONTHLY took pleasure in lighting special birthday candles last month for two of its good friends, the National Urban League and the League for Industrial Democracy.

The Urban League, turned its third decade on November 8, marking the occasion with a dinner attended by many distinguished guests including Eleanor Roosevelt. In reviewing the league's work since its establishment in 1910 Eugene Kinckle Jones, from the beginning its able executive secretary, reminded that: "Many of the problems which we thought we were approaching from the point of view of Negro interest have proved to be parts of larger social problems which the country as a whole finds itself impelled to attack."

The birthday party of the LID, *Survey Midmonthly's* one-flight-down neighbor, was held on November 28 with a formal celebration of its "thirty-five years of progress." The league was born in 1905 as the Intercollegiate Socialist Society, its purpose, "to promote an intelligent interest in socialism among college men and women." During the succeeding sixteen years it had as its presidents: Jack London, J. G. Phelps Stokes, Mrs. Florence Kelley, and Arthur Gleason. In 1921, under the presidency of Robert Morss Lovett, it reorganized and took its present name and the motto, "Education for a new social order based on production for use and not for profit." The subsequent story of the league, with which the names of Norman Thomas, Stuart Chase, Harry W. Laidler, Mary Fox, and many others are indissolubly associated, constitutes a vital chapter in the intellectual history of our times.

The Social Front

Youth

THE American Friends Service Committee has announced the selection of Cooperstown, N. Y., as the location of its first experiment in providing an alternative service for those who cannot conscientiously perform military service. Working with the Otsego Forest Products Cooperative Association, made up of about 300 farmers, each of whom owns ten or more acres of woodland, the Quakers will establish a year-round work camp. The camp will afford opportunity for constructive service to a rural community, similar in program to a summer work camp held at Cooperstown which included painting, carpentering, landscaping about the sawmill, making time studies of efficiency in the mill, doing demonstration clearing of young timber. The cooperative is under the advisory direction of the New England Experiment Station of the U. S. Forest Service.

Youth Against War—A call has gone out for the fourth annual National Youth Anti-War Congress, to be held in Madison, Wis., December 27 to 30. The congress "calls upon all young people who are opposed to America's participation in the war and who are against totalitarianism all over the world to meet together during this Christmas season of 1940." The meeting is sponsored by the Youth Committee Against War, affiliated with the Keep America Out of War Congress. Further information from the committee, 22 East 17 Street, New York.

The War Resisters League, 171 West 12 Street, New York, has prepared a leaflet of advice for those answering Form 47, the special form to be filled out by conscientious objectors registered under the Selective Service Act. It also had prepared a pamphlet outlining the provisions of the act, and the rights it grants "persons with conscientious scruples against war."

Public Affairs—In the effort to make young citizens "more sensitive to their civic responsibilities," the Committee on Public Affairs of the National Board of the YMCAs is furthering a program of study and discussion through YMCA Citizens' Study Centers. The committee prepares and publishes material which presents all sides of current issues, with lists of suggested material for further reading. One recent release, for example, dealt with conscription, outlining American experience and quoting speeches, editorials, and other statements for and against compulsory military service in this country. An early fall release discussed election issues, and included copies of the Republican, Democratic, and Socialist platforms. Local programs of the study centers include forums and discussion groups on specific subjects, systematic inquiry into local municipal government, study of campaign literature, and so on. Further information from J. E. Sproul, National Council of the YMCAs, 347 Madison Avenue, New York.

CCC—Specific training for non-combatant defense service has been added to other forms of education in all CCC camps. As its contribution to the national effort, the CCC proposes to furnish: 90,000 trained truck and dispatch-car drivers every six months; 7,500 to 10,000 truck and automobile maintenance men every three months; 3,000 skilled mechanics a year; 6,000 cooks and bakers each six months; 100,000 first aid men equipped with the standard Red Cross course, every six months; 3,500 skilled dispensary attendants and medical orderlies every six months; 1,000 competent welders in like period; 1,000 airplane motor mechanics in the first year; not fewer than 75,000 reasonably competent road, bridge, and telephone-line workers; 2,000 men with knowledge of map making and map reading every six months; 10,000 men reasonably competent in basic photography every six months; and 20,000 men reasonably familiar with sending and receiving code and with elementary radio repair skill, every six months.

The CCC has announced a compulsory savings plan for enrollees under which $7 of their pay will be set aside monthly in a special fund to be paid them in a lump sum on discharge. Men in the CCC receive $30 a month, plus maintenance and instruction, of which $8 now is paid to them in cash and $22 goes to their dependents. Under the new plan, to take effect January 1, dependents will receive only $15. The requirement that CCC enrollees must come from families on relief has been dropped.

The Blind—An NYA project in Norman, Okla., the only one of its kind in the country, is making it possible for a group of visually handicapped boys and girls to be self-supporting while receiving social and educational guidance as an aid in their adjustment to society. The project is directed by Dr. C. B. Minner who is himself visually handicapped. Among the group of fifty are eight sighted members included to read to the others who are totally or partially blind. The visually handicapped work 160 hours a month transcribing braille catalogues for the state public library, and making rugs, brooms, and similar objects for use in state institutions. The project is housed in a remodeled church building furnished by interested local persons and kept in repair by the blind boys. All of the group take turns at meal serving. All keep their own rooms tidy, thus learning to become self-reliant. For entertainment they go to the movies, dance, give musical programs, and listen to the radio.

The project members pay no cash rent. A committee of interested citizens contracted with the government to provide food, housing, and utility bills for 64 cents per capita per day. The NYA allows each of the handicapped young persons $1 a day for the work they perform. After 64 cents is deducted for expenses, the remainder goes to the boys and girls for spending money.

Relief and WPA

SOME people may be surprised to learn that "shovel leaning" can produce more than 517,000 miles of roads, 25,000 new buildings, 64,000 bridges or viaducts, 18,000 miles of sewers, 15,000 flood control dams—facilities which represent only a portion of the WPA construction work completed during the past five years. The figures are taken from a statistical summary of WPA accomplishments up to July 1, 1940, recently issued by the Federal Works Agency. Among numerous other tangible accomplishments were the production of 222,683,000 articles of clothing, the canning of 42,203,000 quarts of food, the renovation of 67,364,000 library books, the transcription of 3,909,000 pages of braille. Mosquito control, medical and dental clinics, literacy and naturalization programs are only a few of the projects whose accomplishments cannot be measured by material assets.

Almost simultaneously with the federal report on WPA accomplishments appeared a similar report from the New York City office. Among the achievements in the city are enough new or improved road to cover the distance from New York to Denver—nearly 1,700 miles—391 new public buildings, 29 new parks, 310 playgrounds, 19 bridges and viaducts. Outstanding feat was the construction of La Guardia Field, largest airport in the country. Other projects produced 16,000,000 garments for relief recipients, 631,191 toys for underprivileged children. New York's WPA

workers also filled 1,100,000 teeth, X-rayed 234,000 chests, immunized 102,-924 children against diphtheria.

Effects of Defense—Those who regard the draft as a means of reducing relief rolls are due for a disappointment, if the case load of the St. Louis Bureau for Men is typical of the country's total case load of single men on relief. According to a report in a recent issue of the bureau's monthly bulletin of information, *Men of St. Louis,* unattached men on relief fall mainly into two age groups, those between sixteen and twenty-one and those between thirty-five and forty-five, men either under or over the draft age. The younger group, says the bulletin, is largely comprised of "graduates" of children's agencies with whom the bureau is attempting to work out programs of self-support. The older group is made up of men who require vocational retraining because of some physical disability.

Rather than expecting a reduction in case load, the St. Louis Bureau for Men sees a trend in the younger group toward a lengthened period of dependency. The recent government publicity relative to the need for skilled workers has increased the requests from referral agencies and from the boys themselves for further schooling, thus lengthening the boys' time under public care. A similar trend is in evidence among the older, handicapped men, many of whom formerly were content with the possibility of obtaining light jobs. Warns *Men of St. Louis:* "There seems to be no end of money provided for the training of people, but the funds necessary for their complete maintenance are stringently limited."

Stones for Bread —"The Brown family with six children lives on one fourth a minimum diet." So begins the devastating report on the Missouri relief situation recently prepared by the Missouri Association for Social Welfare, Brown Hall, Skinker and Lindell Boulevards, St. Louis, Mo., price 50 cents. A beautiful job in layout and illustration, "Stones for Bread" presents facts and figures which are anything but beautiful—statistics and case stories from every section of the state pointing up the human privation caused by the inadequacy of the state's relief appropriation. There are stories of the hardships undergone by unemployed city families refused relief because they were "employable"; stories of rural families refused certification to WPA because they operated farms, refused farm aid because they were miners, refused direct relief because they were physically able to work; stories of zinc miners in the Ozarks, "marked out of the mines" because of silicosis, trying to support tuberculous families on WPA wages; stories from the cotton area of families turned migrant because of their inability to receive relief or WPA jobs after descending the scale from farm tenant to sharecropper to farm laborer to unemployed under the pressure of mechanized agriculture; a story from a WPA nursery school revealing that 43 percent of the "relief" children were underweight, 36 percent were underheight, 29 percent showed evidence of beginning rickets; 36 percent had abdominal pouches indicating malnutrition. The story behind these stories is not new, has been told time and time again to state legislators: Missouri's general relief expenditure per inhabitant is only one third that of the nation as a whole; its average relief allowances are little more than one half the national average.

Two Communities—Grundy County, Tenn. and San Antonio, Tex. were two objects of recent scrutiny on the part of the American Public Welfare Association. The results and recommendations of both studies, published in two thick mimeographed volumes, promise to produce widespread reforms in the respective areas.

Grundy County is a coal mining area turned agricultural only since the decline of its main industry in the early days of the depression. In the past four years scarcely any turnover has been apparent on the relief rolls which include over 60 percent of the county's families. Although there are eleven relief programs administered by six different public agencies, the county's only general relief is issued to one "pauper case." Federal funds account for 85 percent of relief expenditures embracing such programs as WPA, NYA, CCC, the categorical assistances, farm aid. The APWA report estimates that the monthly $23,-944 spent in the county for relief is insufficient by $17,000. Among the recommendations are suggestions for fundamental changes in the public welfare and health administration and county financial management, the use and conservation of natural resources, agricultural planning. Already the county is enlisting the aid of federal, county, and community agencies in an effort to carry out the association's recommendations.

More disturbing because of their existence against a backdrop of plenty are the conditions described in the San Antonio report. Center of an area of "untold potentialities" in the livestock, citrus fruits, chemical and oil industries, the city is of no small importance as a wholesale and retail trade center. It has a lively tourist "industry," and benefits from the payrolls of the largest army post in the country. Yet 12 percent of the total working population are unemployed; more than half the families live in substandard homes; the city's infant deathrate is twice that of the country as a whole. The 20,000 to 25,000 families receiving relief are hardly an indication of the extent of need, as the eligibility standards shut out many with submarginal incomes. As in Grundy County, the only general public relief program is the distribution of surplus commodities. Even these are fewer than in other communities because of the city's refusal on several occasions to provide storage for foods. The community's only categorical program is old age assistance. The City-County Family Welfare Agency which certifies families to the various federal programs has an average of 1,250 cases per worker. These conditions have wrought havoc with the private agencies, which, no matter what their intended function—as health agency, settlement house, children's protective organization —have attempted to shoulder as much of the pressing economic burden as possible, even to the point of setting up soup kitchens.

The remedies prescribed by the APWA for curing San Antonio's ills are specific and include the establishment of a direct relief program to be financed jointly by municipal and state funds; the establishment of programs for aid to depend-

CHARLES E. HENDRY

Hardy pioneer among group workers is Charles E. Hendry, last month appointed director of the research and statistical service of the Boy Scouts of America. Formerly on the faculty of George Williams College, Chicago, and recently director of program and personnel training for the Boys Clubs of America, Mr. Hendry long has been engaged in trail-blazing in group work methodology and group therapy. Among his many "extramural" activities is the chairmanship of the American Association for the Study of Group Work and authorship of many influential publications.

ent children and aid to the needy blind; the setting up of a Food Stamp Plan; the reorganization of the City-County Welfare Agency into an adequately staffed department of public welfare to embrace all relief and child welfare functions; the establishment of a social planning council to coordinate the work of public and private agencies; the reorganization of private welfare agencies to eliminate confusion and duplication. Indication that the report has not fallen on deaf ears is the news that the staff of the City-County Welfare Agency has been nearly doubled within the past month.

Milk—Beginning the fifteenth of this month relief families in New York City may have a pint of milk per day for each child under sixteen in addition to their regular relief allowances, under plans recently worked out by the cooperation of municipal, state, and federal governments. Unlike the famous Pennsylvania plan [see *Survey Midmonthly,* September 1939, page 286] the New York City milk plan is not mandatory. It affects only the families who wish to participate, and does not divert part of the regular relief allowances to specified channels. The program is designed to "put to the best possible use" the surplus milk being produced in the New York milkshed. The families will buy the milk at retail stores through coupons issued by the Department of Welfare. The milk companies will receive 5 cents from the department for each quart of milk sold through the plan. The difference between this price and the total cost of distribution will be paid by the Federal Surplus Marketing Administration.

Education

EFFECTS of the world situation are seen in recent figures on language study in New York City's public highschools this year. Fewer students are enrolled in German classes than in any year of the last decade. At the same time, interest in Spanish has spurted, and study of Spanish is second only to study of French, which still holds first place. The registration in German classes has been dropping ever since Hitler came to power. In the spring of 1934, there were 22,550 pupils studying German. Two years later, the figure had dropped to 16,000; last year it was 12,000; at present, 10,241—with more than 60,000 pupils in French classes and nearly 39,000 in Spanish. In 1917, before the United States entered the war, German stood first by a wide margin among all foreign languages studied in the New York schools. With the declaration of war, an immediate reaction set in and continued until 1920, when only sixty students were enrolled in German classes. German slowly regained part of its popularity, but the trend was reversed by Hitler. Dr. Theodore Huebener, acting director of foreign language study in the New York City schools, urges that "emotionalism" be kept out of the situation.

A College Program—A five-fold program to help prepare women for a part in national defense has been organized by Russell Sage College, Troy, N. Y. The college has established an Institute for the Defense of Democratic Principles Among Women, the work of which will include student-faculty forums, forums for special community groups, general community forums, and radio programs. By "pointing up" its regular courses in such fields as nursing, home economics, foreign languages, business education, the college hopes to furnish "highly trained aides or potential leaders in special fields." To prepare women for effective volunteer service, Russell Sage College is offering intensive training to women of the college and community in elementary nursing, nutrition, and clerical work. A fourth type of activity will be health training for women of the community. Lastly, the college proposes to cooperate with other community agencies in setting up a clearing house which will include the name of every woman in the community who desires to render volunteer service. Russell Sage students are required to attend faculty-student forum meetings. All other defense courses are elective. Of the more than 700 women in the college, the largest number of students and teachers (142) are enrolled in the course in everyday mechanics, which includes instruction in automobile driving and maintenance. The next largest group (138) is studying emergency nursing. To make way for the defense program, students, in agreement with the faculty, eliminated fifteen of the usual extracurricular activities at the college.

Negro School Salaries—Denial of the petition of the Board of Education of Norfolk, Va., for review of the Alston case was announced by the Supreme Court of the United States on October 28. This action has the effect of sustaining the lower court, which held that to fix salaries of Negro teachers at rates lower than those for white teachers of equal qualifications, experience, and duties, on the sole basis of race or color, violates the "due process" and "equal protection" clauses of the Fourteenth Amendment. The original suit was lost by the Negro teacher who brought it. He carried the case to the Circuit Court of Appeals which unanimously reversed the trial court. It was from that decision that the Norfolk school board appealed to the Supreme Court. Mr. Alston was joined in his suit by the Norfolk Teachers' Association, an organization of the Negro school teachers of that city. The salary schedule submitted as evidence in the case and quoted in the opinion of the appellate court showed that, during the 1939-40 school year, the salary range for Negro teachers holding a normal certificate was from $597.50 to $960.10; for white teachers, $850 to $1425. For Negro elementary teachers with a college degree, the range was $611 to $960; for white teachers of the same qualifications, $937 to $1425. For Negro highschool teachers (men) the range was $784.50 to $1235; for white highschool teachers (men) from $1200 to $2185.

Record and Report—Of timely interest and usefulness to adult education classes, forums, and discussion groups is "Freedom or Fascism?" a handbook prepared by a committee of the Connecticut League of Women Voters, and published by the Yale University Press. Price 25 cents from the league, 130 Washington Street, Hartford, Conn. . . . The much discussed findings of a special committee of the American Council on Education on the secondary school curriculum is now available in a pamphlet, "What the High Schools Ought to Teach." Price 25 cents, from the American Youth Commission, 744 Jackson Place, Washington, D. C. . . . In a new publication, the research division of the National Education Association brings down to date a study of teacher salary schedules made by the Committee on Tenure in 1936. The report includes abstracts of minimum salary laws, and a bibliography. Price 25 cents from the association, 1201 Sixteenth Street N.W., Washington.

Income and Opportunity — How far family finances determine the opportunities of able young Americans today is indicated by a recent study, "Parental Income and College Opportunities," by Helen Bertha Goetsch. (Bureau of Publications, Teachers College, Columbia University. 157 pp. Price $1.85, postpaid by Survey Associates, Inc.) The report is based on a study of 1,023 graduates of twelve Milwaukee, Wis., public highschools. Only students with a range in I.Q. between 117 and 146, presumably able to do college work, were included. Of these, 35 percent were full time college students, 4 percent part time students. About 19 percent were in "minor schools, that is, schools of nursing, vocational schools, business colleges and the like." Of the 61 percent who discontinued full time schooling when they graduated from highschool, 77 percent dropped out because of "lack of finances, need of help in supporting the family, or need of help with the work at home." Miss Goetsch comments: "It is obvious that many young people with excellent mental endowment, for pecuniary reasons are not attending a higher school. This means

that the bright sons of the poor cannot compete with the sons of the well-to-do for the most professional and remunerative positions in life."

Jobs and Workers

ON the second anniversary of the Fair Labor Standards Act, Katharine F. Lenroot, chief of the Children's Bureau, announced that during the two-year period between October 24, 1938, and October 1, 1940, a total of 1,738 children under sixteen years of age were found employed in violation of the child labor provisions of the act. During the last fiscal year, the industrial division of the Children's Bureau inspected 1,298 establishments in thirty-four states with some 235,000 employes, and made re-investigations in 223 plants. During the two years since the act went into effect, twenty-six court cases, including seven criminal and nineteen civil suits for flagrant child labor violations, were closed. None of these were contested by the employer. Miss Lenroot states that the general picture in the child labor field is one of progress, which she attributes in large part to "the excellent cooperation received from state and local labor and school officials."

Job Seekers—An analysis of the "multi-million dollar private employment agency business in California," made public last month by George G. Kidwell, director of the state department of industrial relations, 515 Van Ness Avenue, San Francisco, shows that fees charged job seekers may run as high as 120 percent of a month's salary. The 35-page report, prepared by M. I. Gershenson, chief statistician, discloses that in 1939 California jobless paid more than $830,000 to 204 private employment agencies in the state for obtaining temporary and permanent positions in the commercial, domestic, hotel and restaurant, nursing, teaching, and general industrial fields. In addition, fees amounting to approximately $5,000,000 were paid to theatrical and motion picture employment agencies. The study does not include fees paid agricultural labor contractors who in many instances function as employment agents. Rates for commercial and clerical jobs range from 10 to 75 percent of the first month's salary. For permanent jobs as household, hotel, or restaurant workers, the applicant is usually charged 10 percent of the first month's earnings, though in southern California many agencies charge 15 to 50 percent. School teachers usually pay 5 to 10 percent of the annual salary, equivalent to 60 to 120 percent of one month's earnings. The common practice of motion picture agencies is to charge 10 percent of all earnings in this field. In California, fee-charging agencies must be licensed by the labor commissioner and bonded by a reputable surety company, but the law does not permit the regulation of the size of the fee.

Placements of workers in private industry by the U. S. Employment Service rose to 305,000 during September, just under the all-time high established in October 1939, according to a mid-November statement by Paul V. McNutt, federal security administrator. The number of men and women seeking jobs through the state employment offices dropped to approximately 4,900,000 in the same month, and the number of workers drawing unemployment insurance benefits declined for the second successive month.

Workers' Schools—A trend away from the six weeks' summer session to intensive one- and two-week courses is noted in an analysis of the 1940 session of the School for Workers at the University of Wisconsin, prepared by E. E. Schwartztrauber, director. At Wisconsin, where a six weeks' session has been held each year since 1925, the enrollment has dropped from a "high" of 62 in 1930 to 12 in 1940. Mr. Schwartztrauber finds this due to "the growing sense of insecurity of the worker," plus the reluctance of local unions to furnish scholarship funds and guarantee wage losses of workers chosen to attend. In 1937, the school began to experiment with short courses at the request of the United Auto Workers International. In 1940, the school arranged several short courses for members of specific unions, and also a two-weeks course open to all workers. The enrollment last summer totaled 143. Mr. Schwartztrauber analyzes the summer's experience and concludes that in spite of the increase in costs and administrative problems involved in the new plan, the short courses are justified by the quality of work done by the students as well as by the increase in the number served by the Workers' School.

Exemption for Journalists— Declaring that application of the Fair Labor Standards Act to newspaper employes threatens the freedom of the press, Dean Carl W. Ackerman of the Columbia University Graduate School of Journalism urges in his annual report that journalists be exempt from the provisions of the act. He states: "If the newspapers of the United States concede that any administrator in any governmental department has the power to set the minimum wage which a newspaper can pay any particular group of its employes, then he can set any minimum he pleases, even to the extent of making it utterly impossible for a newspaper to have any employes at all." Dean Ackerman also holds that journalists are entitled to exemption as professional workers, pointing out that more than seven hundred schools and colleges teach journalism as a professional subject, and that the Census Bureau classifies those engaged in journalism as "professionals."

Record and Report — "Administrative Problems of Employment Services in Eight States," by Oscar Weigert is based on firsthand study of the work of more than 100 local offices. Price $1 from Public Administration Service, 1313 East 60 Street, Chicago, Ill. . . . The report by the Secretary of Labor to the seventh National Conference on Labor Legislation held in Washington in mid-November, has been published as a Division of Labor Standards bulletin, "Recent Progress in State Labor Legislation." Price 10 cents from the superintendent of documents, Washington, D. C. . . . Of special interest to workers' education groups is the pamphlet, "Organized Labor and Consumer Cooperation," by James Myers, industrial secretary of the Federal Council of Churches, recently published by The Cooperative League. Price 25 cents from the league, 167 West 12 Street, New York, N. Y. . . . "The Pecan Shellers of San Antonio," by Selden C. Menefee and Orin C. Cassmore is the very illuminating report of a WPA study of the workers in an industry with "a low capital investment and an extremely low wage structure." Price 50 cents from the superintendent of documents, Washington, D. C.

Among the States

OLD AGE assistance measures were brought before the electorate in four states last month—California, Washington, Colorado, Arkansas. Voters of California passed two propositions: the first "releases all liens, mortgages, and other encumbrances heretofore taken by counties as security for aid granted aged persons, and all claims of state counties and state agencies against them or their properties based thereon or on agreements not to transfer or encumber real property without consent of board of supervisors, and cancels all such agreements"; the second, "releases all liens, mortgages, and other encumbrances taken by counties as security for aid granted to aged persons under Old Age Security Act or Old Age Security Law." Up until 1937, county boards of supervisors could effect a lien on the property of recipients of aid to the aged by the mere recording of such aid, but no liens have been taken since the state supreme court ruled this practice unconstitutional three years ago. By accepting the second proposition, California voters have cleared the property titles of recipients who received aid prior to the ruling. In 1940 the legislature repealed a 1939 amendment to California's Aged Aid Act

CHARLES F. ERNST

The capricious winds that blow upon public figures in an election year have removed Charles F. Ernst from the Washington State Department of Social Security of which he has been the liberal and progressive director since its organization in 1937. It was no ill-wind, however, for the American Public Welfare Association, which promptly attached Mr. Ernst to its staff even before his "release" became official.

requiring recipients of old age assistance to sign an agreement not to sell, transfer, or mortgage real property without the consent of the county board of supervisors. The acceptance of the first proposition, which was opposed by the Property Owners' Association of California, backs up the legislature's more recent action.

In the state of Washington voters also abolished liens on the property of old age assistance recipients. Through the same initiative they raised assistance grants from $30 to $40 a month. Beyond the raising of grants the new law liberalizes eligibility requirements, and exempts from deductable resources the ability of relatives or friends to contribute; insurance policies to the value of $500; the recipient's homestead; intangible property to the value of $200; personal belongings including an automobile; foodstuff, livestock, fuel, light, or water produced by the recipient or his family for his own use. The law includes no provision for obtaining the additional funds—estimated at $28,000,000 a biennium—necessary to carry it out other than making it mandatory upon the legislature to "levy such additional taxes and appropriate from the general fund such additional taxes as may be necessary to pay the grants." Many persons in the state doubt whether the federal Social Security Board will continue to match the state grants under the new conditions. If not, the state will have to meet the entire expense, a biennial $80,000,000, at least for the two years an initiative constitutionally must remain on the statute books.

In Colorado an attempt to lower the present $45 a month old age assistance grants—which never have actually been paid in full—to a "guaranteed" $30, met with failure when the voters rejected a new amendment to the constitution. In Arkansas the Rotenberry amendment which has been hanging fire for eight years, twice having been kept off the ballot by court action, was defeated when it finally came to a vote. The amendment would have set up an entirely new old age assistance system while reducing the age of eligibility from sixty-five to sixty. Prior to the election, the Social Security Board, on query from the state commissioner of welfare, had indicated doubt as to whether the federal government could match state funds under the proposed system.

Merit Systems—Big block in the way of states rushing to complete their merit system plans in conformity with Social Security Board regulations [see "The Waste of Too Much Haste," *Survey Midmonthly,* March 1940] has been the reluctance of county authorities to give up jurisdiction over county welfare workers. Recently the Supreme Court of Colorado ruled that employes in county welfare departments were not state employes and therefore not subject to state civil service. However, the court held that jurisdiction may be conferred upon the State Welfare Department to set up a merit system for such workers. . . . In California the County Supervisors Association has threatened to carry to Congress its fight to retain control over the county welfare workers. Warned by the state director of social welfare that failure to employ welfare workers on a uniform merit basis might cost the state its federal grants, the association authorized a committee to urge California congressmen to amend the Social Security Act. . . New Mexico begins putting its merit system into effect this month. Last month all written examinations were completed except those for a few highly technical positions. South Dakota begins holding examinations this month for 400 jobs in the social security and health departments. Tests for clerical workers will come first.

In Print—"Report of the Joint Legislative Fact-Finding Committee on Employment" contains the account of the California legislative inquiry made last spring on the operations of the State Relief Administration, and the recommendations of the committee, among them the return of relief to the counties. Within the pages are evidence of much waste and inefficiency on the part of the SRA. However, the report contains only excerpts from the testimony and this fact plus the revelation of the type of question asked witnesses gives the impression of one-sidedness and an unscientific attempt to prove a preconceived idea. Says the minority report of one legislator: "I know from two months' experience in touring the state as a member of this committee that efforts of its members have been devoted primarily to unearthing scandal, isolated instances of incompetence, and what the committee report terms evidence of 'subversive influences'. . . . No effort has been made to interview and commend any of the thousands of employes in high and low positions who are working long hours to serve efficiently the state of California." . . . A recently published four-year report of the New York State Department of Social Welfare reviews the operations of the department since its reorganization in 1936 and describes the function of the state in a program involving the effective cooperation of state and county through state planning and supervision and local administration of relief and public assistance.

The Public's Health

LARGE quantities of a newly discovered influenza vaccine will soon be available to war-torn Britain for the asking, according to plans of the Rockefeller Foundation. So far the vaccine has never been tested under epidemic conditions. However, experiments involving the injection of a hundred volunteers from the foundation's staff have shown definitely that the vaccine raises the number of protective antibodies against influenza. The foundation, which will ship the vaccine abroad only upon formal request, is preparing a million doses to be made available to Great Britain should the need arise.

Recognition—Increased attention to rheumatic heart disease in public health reports and medical publications indicates that the disease is beginning to receive recognition as a major public health problem. "Public Health Aspects of Rheumatic Heart Disease," by Dr. Homer F. Swift, recently published in the *Journal of the American Medical Association,* points to the lag in attention given to rheumatic heart disease and its first cousin, rheumatic fever, in comparison to other diseases of less prevalence and less disastrous effects. The article compares the 693 infantile paralysis deaths in New York City in a ten year period, including two epidemics, to the 958 deaths from rheumatic heart disease and 147 from rheumatic fever in the one year, 1938. It also sets the 1938 total of 1,105 deaths from rheumatic heart disease and rheumatic fever beside the total of 247 for six communicable diseases: diphtheria, measles, whooping cough, scarlet fever, epidemic meningitis, infan-

tile paralysis. The author estimates that during 1938 there were between 7,000 and 8,000 persons in New York City suffering from the rheumatic diseases. According to figures for the whole country, those states with large urban populations have the highest deathrates from the disease, with deathrates in the Negro population far exceeding those in the white. The latter fact Dr. Swift attributes to economic rather than racial factors. The whole article is a plea for the expansion of facilities for the care of rheumatic children, including the establishment of central registries in municipalities and adequate provision of cardiac sanatoriums . . . Two October issues of *Public Health Reports,* weekly bulletin of the U. S. Public Health Service, report on a study of 4,653 cases of rheumatic heart disease and closely related diseases in Philadelphia. Statistics showed the disease occurring with the greatest frequency in areas occupied by low income families.

For Tenants—Vladeck Houses, on New York's lower East Side, last month became the setting of the first prepayment medical care plan in the country for tenants of a public housing project. The plan, which has the approval of the county medical society, is administered by the neighborhood medical association. Two neighboring hospitals are participating as well as most of the physicians in the community. Subscribers, who pay $3 a year per person or $12 a year for a family of four or more, are entitled to physician's care, consultations, hospitalization, laboratory tests, X-rays, visiting nurse service. Choice of physician is left to the patient.

Crippled Children— The names of more than 255,000 crippled children are now on state registers, according to a report in a recent issue of *The Child,* monthly bulletin of the U. S. Children's Bureau. During 1939, activities under the crippled children's program of the Social Security Act included 193,000 visits by children to diagnostic and treatment clinics; 42,000 hospital admissions; 6,500 admissions to convalescent homes; 2,500 arrangements for foster home care; 207,000 home visits by public health nurses; 172,000 visits by physical-therapy technicians; 4,000 referrals to state vocational rehabilitation agencies. Five suggestions for improvement of the program have been made by Dr. Robert C. Hood, director of the bureau's crippled children's division: emphasis on the quality of care; more service to children crippled with other than orthopedic and plastic impairments and for children in migratory families and minority groups; more provisions for reexamination, follow-up treatment, coordination of state and local services; improved facilities and more adequate medical supervision in hospitals and convalescent homes; universal adoption by state health departments of standard birth certificates with provision for reporting birth injuries and congenital abnormalities.

Approved—Certification of seven group health plans last month marked the beginning of the accrediting program of the Group Health Federation of America. The certified plans, which comply with standards set up by the federation last winter [see *Survey Midmonthly,* March 1940, page 111] are: the Civic Medical Center, Chicago; the Farmers' Union Cooperative Hospital Association, Elk City, Okla.; the Greenbelt Health Association, Greenbelt, Md.; Group Health Association, Washington, D. C.; the Ross-Loos Medical Group, Los Angeles; the Trinity Hospital, Little Rock, Ark.; the Wage Earners' Health Association, St. Louis, Mo. Said Dr. Kingsley Roberts, the federation's chairman, in announcing the certifications: "It is not our purpose to standardize the types of service and the fees. . . . But no plan will be accredited unless it has the facilities and medical staff necessary to serve its subscribers well."

Costs— The all-inclusive cost units in group practice medical care plans serving large indiscriminate population groups tend to be lower than those programs for small selected groups with limited services, according to a study prepared by Dr. Franz Goldman of Yale University for the Joint Committee of the Twentieth Century Fund and the Good Will Fund, New York. The study compares the costs and scope of service of five group practice plans—two consumer cooperatives controlled and managed by the potential patients; two group clinics operated by private physicians on a combination fee-for-service and prepayment basis; one plan for industrial employes and their families with all expenses paid by the employer. The report also indicates that those plans with the largest memberships tend to offer the widest variety of services.

White Cross—New England's first prepaid group health plan, Health Service, Inc. of Boston [see *Survey Midmonthly,* January 1940, page 18] has a new name, the White Cross, as well as a new director, Charles A. Gates, formerly director of the division of social relations, Massachusetts Association of Personal Finance Companies. The service embraces two plans, one for subscribers who join individually, and one for subscribers who join in groups. Charges for Plan I are slightly higher than for Plan II. In the latter they amount to $1.25 per month for subscribing member, $1.25 for husband or wife, $1.25 for each adult dependent, 50 cents for each dependent under eighteen years of age. Services under both plans, however, are the same: general practitioner and specialist examination, diagnosis, and care; surgical operations; periodic check-ups; accident and emergency service; clinical and laboratory tests; ambulance service. The first two home calls made to a patient each month involve additional charges of $1 each if made by day, $1.50 by night. X-rays will cost from $1 to $5; obstetrical and infant care, $40.

Concerning Children

A FITTING follow-up to last winter's White House Conference on Children in a Democracy [see *Survey Midmonthly,* February 1940] is "Children in a Depression Decade," November issue of *The Annals,* bi-monthly publication of the American Academy of Political and Social Science. Here top-ranking social workers and authorities in child welfare present an outline of the effects of ten years of depression on child welfare programs throughout the country. "It was the season of Light . . . it was the winter of despair," says Katharine F. Lenroot, chief of the U. S. Children's Bureau, in the introduction, quoting from Dickens in an effort to describe the paradox which in a decade of unprecedented stress and strain brought about raised standards in health protection, child labor regulation, care of dependent, neglected, and delinquent children. Other experts discuss the progress in specific areas in papers grouped under five heads: the changing mathematics of child welfare; the changing social background; the changing family background; changes with some general problems of child welfare; a decade of dealing with special groups. Under a final grouping, "By Way of Perspective," Dr. James S. Plant, director of the Essex County Juvenile Clinic, Newark, N. J. discusses Objectives for Children in a Democratic Society; defines them as tolerance, leadership, capacity for defining values, capacity for growth, conformity to law. With its thirty-one articles, short, pertinent, and non-technical in language, the issue qualifies as an excellent introduction to the child welfare field. Price $2 from the Academy, 3457 Walnut Street, Philadelphia, Pa.

Institutions— Evidence that good training schools are the exception rather than the rule keeps piling up with each succeeding report from the Osborne Association on its nationwide survey. [See *Survey Midmonthly* April 1939, page 124 and May 1940, page 173.] Volume III of the "Handbook of American Institutions for Juvenile Delinquents," just released, reports on seven institutions in the Pacific coast states—California, Oregon, Washington. Two, California's

BRYAN J. McENTEGART

Last month at its annual meeting in Chicago, the National Conference of Catholic Charities elected the Rev. Bryan J. McEntegart as its president. For the past twenty years director of child care for the Catholic Charities in the Diocese of New York, Father McEntegart is a nationally known figure in the child welfare field. He is a member of the advisory committee to the U. S. Children's Bureau and has been a delegate to the last two White House Conferences on Children. He was president of this year's New York State Conference on Social Work.

Preston School of Industry and Washington's State School for Girls, stand out for the excellence of their programs. Strangely enough, California with one of the best schools also has the worst in the group—the Ventura School for Girls, characterized by a repressive, regimented program. The other four schools, measured against the training schools in the preceding studies, are reported as "neither very good nor very bad" though "they fall short of an acceptable standard of training school practice." The report attributes their shortcomings to the superintendents' lack of understanding and administrative ability. Price $1.25 in paper; $1.75 in cloth from the association, 114 East 30 Street, New York. . . . An independent study of the Boys Industrial School at Lancaster, Ohio, made last year by a staff appointed by the state director of public welfare, revealed conditions based on a philosophy that the first duty of management is punishment; the second, economy. The findings are published as Monograph Number 24 of the Bureau of Educational Research, Ohio State University, Columbus, price $1.50 in paper; $2 in cloth. Before publication of the report reorganization of the school was begun and many of the outmoded practices were eliminated. . . . *Children's Institutions,* a new monthly published by the Atkins Publishing Company, contains descriptions of well-run institutions, discussions of specific institutional problems such as nutrition or a library program, news in the institutional field. Subscriptions are $3 a year from *Children's Institutions,* 152 West 42 Street, New York.

New York Truants—Truancy in New York City has dropped 40 percent in the past decade, according to figures from the Board of Education. The board attributes the decrease to the adoption of a social work program within the attendance bureau, supervised and administered by persons with a case work background. During the decade there was a decided shift in the age of truants. While formerly 72 percent were under fifteen, today the ratio is reversed, 72 percent now being over fifteen. Chief among the reasons for truancy is "dislike" for school, brought on usually by school failures.

Adoption—A recent review of state adoption laws by the American Public Welfare Association discloses that only twenty-eight states authorize social investigation before the adoption of children. Twelve make investigation mandatory upon the courts; twelve upon the state welfare departments; four leave it up to judicial discretion. A residence period in the prospective home before adoption is mandatory in twenty-four states. In only three states do the laws clearly require the consent of the parent in all adoption cases except where parental rights already have been terminated by previous court action. About 16,000 children a year are adopted in this country, most of them white; more than half girls. Girls were requested in about two thirds of the 500 applications received last year by the New York State Charities Aid Association from families seeking to adopt a child. The majority asked for children under two years old. . . . In Wisconsin, representatives of various public and private social agencies recently formed an Adoption Council concerned with legislative and interpretative programs. At present the council is preparing a chapter on adoptions for the State Department of Welfare's "Handbook on Child Welfare Problems."

Small Refugees—As soon as the preschool refugee child overcomes the language difficulty he adjusts to a group as easily as any other child, according to the observations of Margaret B. Pierce, director of the Manhattanville Day Nursery, New York, member agency of the National Association of Day Nurseries. Located in a neighborhood where refugees are concentrated, the Manhattanville Nursery has found that most of the problems brought by refugee children are problems of intake rather than of the handling of the child, who is too young to be shaken by the uprooting to which his family has been subjected. Refugee parents, under the stress of job-hunting, have swamped the nursery with applications for their children and find it hard to accept the fact that facilities are limited. When the question of refugees first came before the nursery, there was some talk of setting a quota for them. This idea was abandoned in favor of considering each child's application on the same basis as that of any other child—economic or social need. Miss Pierce believes that the nursery's refusal to recognize differences at the very beginning is responsible for its success in integrating the refugee children with the rest of the group.

In Court—"Conservation—The Child and Family in Court," the recently released annual report of the New York City Domestic Relations Court, emphasizes the role of the court in prevention of social breakdown. Brief case histories illustrate the manner in which the court's bureau of adjustment nips the bud of delinquency in many children through case work treatment rather than court action. Other histories illustrate the work of probation officers in effecting rehabilitation where court action has been taken. The whole is a picture of a court far more concerned with the diagnosis and treatment of individuals than with issues of law.

Group Work

CONCERN over the contribution to be made by educational and recreational groups to the defense of American democracy prompted the American Association for the Study of Group Work to set up a committee on an emergency program last summer. The recently issued "Group Leadership in the Present Emergency" summarizes the results of the committee's deliberations thus far. [Price 15 cents, less in quantity from the association, 690 Lexington Avenue, New York.] Not surprising is the conclusion that group work's defense function is largely in the area of morale. The channels are the groups served, the agencies, the communities, national and local emergency planning groups.

In discussing a leader's responsibility to his group the report emphasizes the necessity of training the group to an appreciation of democracy. Other responsibilities include the conservation of freedom of speech through emphasis on "the necessity of responsible utterance"; conservation of perspective under emotional stress; help in adjustment to new disciplines. Agency executives and supervisors, according to the committee, must combat the dangers of relinquishing normal to emergency services while remain-

ing alert to the needs for emergency adaptation. Professional group workers must impress the community with the necessity of maintaining the essential social services, help to relieve tensions between nationality groups; place their specialized knowledge at the service of communities, particularly those closely affected by the industrial and military defense programs. In working with emergency planning groups they must conserve insofar as possible the principles of effective concerted action, of self-discipline and self-control, of free group discussion, of voluntary participation.

Throughout the report the recognition of the necessity of emergency sacrifices in individual and group freedom is coupled with a plea that these be kept at a minimum. The report ends with a call to group workers to "generate faith" in an eventual international organization for peace.

Development—A real group work success story is "Democracy in Evolution," by Charles Seldon Thompson. Highlights from a leader's ten-year experience with a club of thirty boys, heterogeneous in race, creed, and intelligence, illustrate the gradual development of social consciousness within a group, many of whose members in the beginning "were engaged in anti-social activities," all of whom today "qualify as acceptable members of society." Copies, printed under the auspices of G. Howland Shaw, are available in a limited amount from Sanford Bates, 9 Lindbergh Place, Crestwood, N. Y.

Guidance—The place of a guidance program in a group work agency is carefully scrutinized in "A Primer of Guidance Through Group Work," edited by R. G. Davis and published by the Association Press, 347 Madison Avenue, New York, price 50 cents. Though the authors as a rule focus their discussion around a "Y" program, their reasoning has enough perspective to be applicable in any group work agency. Five papers make up the whole. In the introduction, K. E. Norris of Sir George Williams College, Montreal, points out that there are two types of guidance demanding the attention of a group work agency: guidance *in* and *through* the group work process and guidance *arising from* the group work process. In a discussion of "personality guidance" J. D. M. Griffin of the Canadian National Committee for Mental Hygiene debunks the importance of "types," stresses the need of describing personality in qualitative rather than quantitative terms, gives a simplified description of the causes of maladjustment, offers some suggestions to guide the guidance leader in conducting interviews and planning advice. In a paper outlining the various aspects of a well-rounded guidance program J. S. Kopas of Fenn College, Cleveland, attempts to clear up the misunderstanding between two schools of thought—that which insists that all guidance work should be conducted by a specialist in guidance and that which believes that it should be conducted by regular staff members or leaders—by pointing out that they refer to two distinct services, one remedial, the other preventive, both of which "have their place in the field of working with people." In the concluding paper Mr. Norris briefly discusses four methods available in a group work agency for studying the individual: general observation of the individual, the interview, the case record, psychological testing.

Job Descriptions—Four booklets describing various positions in the YWCA are available from the National Board, 600 Lexington Avenue, New York. The descriptions include clear statements of the duties attached to each job, the essential qualifications, the conditions of work. The positions are those of secretaries for health education, for work with younger girls, for work with industrial women, for work with business and professional women.

Scouting—The nationwide movement to bring the "underprivileged" into scout programs, backed by the national headquarters of the Boy Scouts of America, has met with considerable success in Cleveland, according to an announcement from the Greater Cleveland Boy Scout Council. There, scout enrollment in "less chance" areas has increased from slightly over three hundred to more than a thousand in the past four years.

Professional

PUBLIC welfare and protective activities engage 16 percent of all state employes, according to information from the U. S. Bureau of the Census. The proportion varies in different sections of the country. Next to highway construction and maintenance, state hospitals use the largest proportion of state employes, the percentage amounting to 20 percent for the country as a whole. Regional variations show hospital workers comprising 31 percent of state employes in the northeastern states and only 12 percent in southern and western areas.

In Britain—"British Social Services," by A. D. K. Owen, recently published in London by Longmans, Green and Company, Ltd., presents a brief history and description of the long time health and welfare services in Great Britain. The services fall into four types: constructive community services including education, public health and medical services, care of the handicapped; forms of subsidized consumption such as housing; social insurance; social assistance services. The author takes cognizance of the war as an impediment to any immediate progress in the development of these services, particularly in the fields of housing and education. On the other hand, he sees some important social service developments arising out of the war, especially in the organization of welfare facilities for industrial workers.

For Supervisors—In "The Supervisor's Job in the Public Agency," recently published by the American Public Welfare Association, Eva Abramson discusses the administrative aspects of the job in terms of specific techniques as well as general principles. The author points to the paradox confronting the public agency supervisor who is "charged with a primary responsibility which emphasizes case work, essentially a process of individualizing," and with the necessity of adopting the point of view of the administrator who must "view her field from the level of mass operations and see her responsibilities in large outline." The monograph goes on to present practical suggestions, based on tested experience, through which these viewpoints can be made to converge. Price 50 cents from the APWA, 1313 East 60 Street, Chicago.

Periodicals—Dedicated "toward a better understanding" *Louisiana Welfare,* a quarterly issued by the Louisiana Department of Public Welfare, made its first appearance this fall. Its issues are to be devoted to "an informative discussion of facts and ideas relating to public welfare," through comments, news notes, and special articles. The first issue contained articles on "Public Welfare Objectives" and "Intake and Certification Services." There were also statistics concerning Louisiana's public assistance expenditures and sources of revenue. . . . *Studies in Philosophy and Social Science,* which had its first issue last summer, will be published three times a year by the Institute of Social Research, 429 West 117 Street, New York, price $1 a copy. The new periodical takes the place of the former *Zeitschrift fuer Sozialforschung* which contained articles in German, French, and English. The institute decided to change the form of the journal, adapting it to American academic life, because "philosophy, art, and science have lost their home in most of Europe, and only in America is it now possible for cultural research to find the conditions without which it must perish."

Golden Jubilee—Last month the Indiana Conference on Social Work celebrated its fiftieth anniversary at its annual meeting in Indianapolis. The meeting also marked the completion of the first year of the conference's full time

executive secretary. During the past year the conference has held nine regional meetings with a total registration of more than 2,000. The conference's president for 1941 is Judge Dan Pyle of the St. Joseph Circuit Court, South Bend.

For Defense— Leaves of absence are to be granted to all civil service employes of Pennsylvania's Department of Public Assistance who join the United States armed forces "whether through selective service, enlistment, or call to active duty." The department is awaiting a ruling from the state's attorney general before making any "binding regulations," but in the meantime is granting leaves to all men requesting them for this purpose.

Fellowships — Economics, history, political science, social psychology, sociology, cultural anthropology, statistics, and social aspects of related disciplines are the fields in which the Social Science Research Council offers post-doctoral research training fellowships, pre-doctoral field fellowships, grants-in-aid of research for the academic year 1941-42. Application blanks must be secured before February 1, 1941. For further information write Laura Barrett at the council, 230 Park Avenue, New York.

People and Things

ACHIEVEMENTS in social work and philanthrophy, in the theater and in the field of opera won the 1940 American Woman's Association Award for Eminent Achievement for Mrs. August Belmont, long-time friend of *Survey Associates*. The award was presented in New York last month at the association's annual Friendship Dinner. . . . The Clement Cleveland Medal, annually awarded by the New York City Cancer Committee for outstanding work in cancer control, was presented recently to Dr. James Ewing, director *emeritus* of Memorial Hospital, New York.

Moving About— Bart Andress, well-known publicist in the field of social work, has ventured into the business world as an associate of Your Secretary, Inc., New York public relations firm. . . . The Minneapolis Society for the Blind has a new executive secretary in Byron M. Smith, formerly personnel director of the Minnesota Department of Social Security. . . . Merrill Krughoff, until recently director of social studies for the Los Angeles Council of Social Agencies, has become executive secretary of the Council of Social Agencies of Dallas, Tex. . . . The Family Welfare Association of America has just lost two of its regional field secretaries: Rosemary Reynolds of the Great Lakes region, who is taking some post-graduate social work at Bryn Mawr College; John B. Middleton of the Middle Atlantic region, who has gone to the Family and Children's Bureau of Columbus, Ohio, to become executive secretary.

With work for the 1941 Social Work Yearbook "all over but the shouting," the Russell Sage Foundation has lent its editor, Russell H. Kurtz, to the National Social Work Council for two months. Mr. Kurtz is working with the council's program committee on the formulation of a statement of the problem facing citizens and agencies concerned with the human and social aspects of the national defense program. . . . David W. Armstrong has been granted a leave of absence as managing director of the Worcester (Mass.) Boys Club in order to take over duties as acting executive director of the Boys Clubs of America.

Elected— Last month the Massachusetts Conference of Social Work at its annual meeting elected a president, Arthur G. Rotch, state commissioner of public welfare. . . . George Evans of the Pittsburgh Housing Authority has been elected president of the National Association of Housing Officials to fill out the term of C. F. Palmer who resigned when appointed Defense Housing Coordinator. . . . Mrs. J. Horton Ijams recently was elected president of the National Association of Day Nurseries. Mrs. Ijams is president of the Virginia Day Nursery in New York.

Settlement Workers—New direction comes to four settlements through recent staff changes: the South Side Community House, Des Moines, which has appointed Marie McCormick, formerly of the Sophie Wright Settlement, Detroit, as its headworker; Friends Neighborhood Guild, Philadelphia, headed by Herbert C. Bergstrom of Bedford Center who now administers both settlements; the University Settlement, Cleveland, which has promoted Herman A. Eigan, former director of boys work, to its directorship to succeed Wilbur A. Joseph, now director of the Brashear Association, Pittsburgh; the School Settlement Association, Brooklyn, where Mary G. Burch has become director succeeding Norma King McLaughlin.

Dates—February 5, 1941 is the date set for the fifth National Social Hygiene Day. Emphasis will be placed on guarding our defense forces from the social diseases. . . . "Help the Youngster Around Your Corner" will be the slogan for the "Fight Infantile Paralysis Campaign" to culminate at the President's Birthday Balls on January 30, 1941. Keith Morgan again has been appointed national chairman of the Committee for the Celebration of the President's Birthday which will conduct the campaign. . . . The next meeting of the Group Health Federation of America will be held in Los Angeles toward the end of June. The exact dates have not yet been set.

Red Cross Nurses— Heading the staff of fifty American Nurses at the Red Cross-Harvard Hospital now being established in England [see *Survey Midmonthly*, October 1940, page 300] are two nurses from the Herman Kiefer Hospital in Detroit, Patience L. Clarke and Gertrude Madley. Miss Clarke has been named chief nurse of the new hospital; Miss Madley, assistant chief nurse. . . . Last month Alta E. Dines, director of the nursing service of New York's Community Service Society, flew to Chile to the Pan-American Red Cross Conference to represent the Nursing Service of the American Red Cross. Miss Dines is chairman of the National Advisory Committee on Red Cross Nursing.

Public Service—Called back to active duty in the Army Engineer Corps, Lieut. Col. Brehon B. Somervell has resigned as Work Projects Administrator for New York City. During his four years in the WPA position Colonel Somervell has supervised the spending of nearly a billion dollars. . . . E. S. Draper, former director of the department of regional plan studies of the Tennessee Valley Authority, recently was appointed assistant administrator of the Federal Housing Administration.

Deaths

CHRISTINE MCLEOD, for twenty years associated with the Home for the Aged Men of Boston. Miss McLeod was among those Massachusetts social workers whose recommendations helped to embody the theory of individual care into the state's Old Age Assistance Act.

MRS. HENRY WEIL, at her home in Goldsboro, N. C. Mrs. Weil, long a valued member of Survey Associates, Inc., was deeply concerned with many aspects of community life and tireless in her efforts in behalf of the welfare of people. Three generations of her family have been identified with the University of North Carolina.

NATALIA GREENSFELDER, for the past nine years a part of Illinois' social work, first with the children's division of the Illinois Department of Welfare, later as secretary of the Chicago Chapter of the American Association of Social Workers, more recently as secretary of the Chicago Committee for the Care of European Children.

Book Reviews

A Starting Place

INTRODUCTION TO SOCIAL CASE WORK, by Josephine Strode. Harper. 219 pp. Price $2.50, postpaid by Survey Associates, Inc.

CHEERFULLY and competently, Miss Strode has rushed in where many a brave soul has hesitated to venture. Undergraduate courses in social case work are generally frowned on by social work educators; textbooks on the case work method have been discouraged. Students acquire their professional preparation by a combination of technical, scientific, and philosophical studies accompanied by gradual induction into practice under specialized supervision. Miss Strode knows all this, but she also knows out of hectic experience that the growing public welfare field is drawing to itself large numbers of young people without special preparation, and that supervisors are hard pressed for introductory "literature" suitable for their guidance. Furthermore, she believes that courses in the principles of social case work have a place in college curricula whether or not students anticipate a career in social work.

And so, in collaboration with her sister, Pauline Strode, a counselor in a New York City highschool, Miss Strode has written "Introduction to Social Case Work," designed to meet the needs as she has seen them of beginning practitioners and their supervisors, of college students and their teachers. The text is notable for its lack of technical terminology and for its simple, lucid style. Each chapter is accompanied by questions for group discussion, suggested activities related to the subject matter, and a list of selected reading. All these as well as the whole plan of study have been tested in Miss Strode's course in social case work at Cornell University.

Miss Strode has organized her material into three parts: In the first, Historical Perspectives, she traces the development of social case work from friendly visiting to social diagnosis, through individual therapy to mass relief, and describes the growth of federal participation in relief and security services. In the second, Social Case Work Practice, she discusses basic considerations of emphasis and definition; the social case study, including criteria for analysis; social resources, their location, use and development; the significance in practice of knowledge from related fields; the case work process as a science of social adjustment. In the third part, Areas of Service, she outlines the "case work approach" in such matters as unemployment relief, child welfare, youth adjustment, assistance to the aged and the blind, and so on.

Miss Strode would be the last one to suggest that the plan of study she presents would turn out a full-panoplied case worker. Her purpose is not to offer a substitute for professional training, or a short-cut to treatment skills. Rather it is to present essential principles, first steps in understanding as a preliminary to growth. The methods of group and individual study which she proposes are based on sound educational theory and are as stimulating as they are realistic and practical. To hard pressed supervisors, aware of their responsibilities for staff development and faced by a paucity of professional literature suitable for busy workers of limited training and experience, this book would seem to be an answer to prayer. GERTRUDE SPRINGER

The Cheerful View

THE AMERICAN COLLEGES AND THE SOCIAL ORDER, by Robert Lincoln Kelly. Macmillan. 380 pp. Price $2.50, postpaid by Survey Associates, Inc.

FOR fourteen years president of Earlham College and for twenty years executive director of the Association of American Colleges, Dr. Robert Lincoln Kelly has brought together in this volume the fruits of his long experience, wide contacts, and many studies in the field of liberal arts education in the United States.

The first ten chapters sketch the history of higher education in this country from 1636 to the present time, with some special emphasis on the rise, vicissitudes, and triumphant survival of the liberal arts colleges. The remaining fourteen chapters deal with various current movements and problems, including such topics as academic freedom, publicity and propaganda, the development of the individual student, the improvement of college teaching, experimentation in the colleges, the growing influence of the fine arts, and the relationships between the colleges and the churches and between the colleges and the state.

In one respect Dr. Kelly's book is strikingly different from nearly all the rest of the voluminous current literature dealing with the liberal arts college. Nearly the whole of that literature is controversial; nearly all the authors thereof think the liberal arts college is in a bad way, in danger of early extinction, or at any rate of going to the dogs in some horrifying fashion. They begin by denouncing weaknesses and shortcomings, and usually proceed to more or less drastic programs of reform. Dr. Kelly, on the other hand, is quite happy about the American college. He thinks it has rendered a notable service in the past, that it is doing a pretty good job right now, and that it can be confidently counted upon to do even better in the future. He notes minor flaws here and there, but thinks these can and will be amended without serious difficulty. In short, this book gives the patient a clean bill of health: no major operation necessary. Which makes it cheerful reading in these days.

New York University MAX MCCONN

In Favor of Homework

INDUSTRIAL HOMEWORK, by Ruth Enalda Shallcross. Industrial Affairs Publishing Company. 257 pp. Price $2.75, postpaid by Survey Associates, Inc.

IN spite of an imposing bibliography, and the evidence of great industry on the part of the author, the sum total of this volume is negative. Dr. Shallcross would have us believe: That there is no proof that low wages and child labor are concomitants of industrial homework; that the abolition of homework or its control by minimum wage laws would result in serious unemployment; that those who have opposed homework through the years are a sentimental lot of reformers, or else selfish trade unionists only anxious to get the work inside the factories for themselves; that those who wish to see homework abolished or regulated are not interested in the plight of the homeworker herself or of the "small struggling homework employers" or of those seasonal manufacturers who "cannot afford to meet as continuing fixed charges items such as rent, cost of heating and lighting, which the peak season necessitates."

Dr. Shallcross produces no data to support her contention on wages. Since the publication of her book, the federal courts, not likely to be accused of sentimentality, have handed down a number of consent decrees under the wage-hour law in cases involving homework, which indicate low wages as the rule, rather than the exception. In the case of a Chicago manufacturer of hairpins, the wage restitution of $103,000 to homeworkers amounted to more than the total wages which had been paid.

On the basis of the economic reasoning running through the book, no improvements in methods of production, no raising of industrial standards by law should be encouraged, because they might cause unemployment among marginal workers. This is an argument frequently advanced in legislative hearings; it is surprising to find it in a 1939 doctor's dissertation. In the same defeatist vein is the comment on the question vexing an inspector who discovers child labor, "whether children are better off working than starving." Does the author think that these are the only alternatives, under our American economy?

Even more surprising is the serious

consideration given to homework regulations in Nazi Germany, the economy and labor standards of which are certainly no pattern for America.

The most valuable feature of the book is the history of the attempts to regulate homework in the United States, both by legislative and non-legislative means.

ELIZABETH S. MAGEE
Consumers' League of Ohio, Cleveland

Life of a Librarian

JOHN COTTON DANA—A LIFE, by Frank Kingdon. Newark Public Library and Museum. 175 pp. Price $3, postpaid by Survey Associates, Inc.

TO most librarians and those interested in the development of the popular museum, John Cotton Dana has stood for forthright, energetic, imaginative service—a keen thinker, unorthodox in every approach to the library and its procedure, to the museum and its ideals. He was a pioneer and a promoter, and his influence in the communities where he built libraries for the people—Denver, Springfield, Newark—was pervasive and has continued to grow.

Dr. Kingdon's biography is sympathetic and understanding. He has written interestingly of Mr. Dana's background and ancestry, and of his many interests and activities. Librarians who have known and respected the professional achievements of this important man, will find here more information than most of them have had about Mr. Dana, and may perhaps understand a little better what made the man and his career. President of the American Library Association, active member of boards and committees, he had much to do with determining the advancing policies of the professional group with which he worked.

This book is beautifully made, appreciatively written, a valuable contribution not only to the professional librarian, but to that literature of genuine success so much wanted today by those striving for ideals of citizenship set forth not in words, but in life.

Readers Adviser JENNIE M. FLEXNER
New York Public Library

Tasks for Super-Teachers

PARENTS AND CHILDREN GO TO SCHOOL, by Dorothy Walter Baruch. Scott, Foresman & Company. 504 pp. Price $3, postpaid by Survey Associates, Inc.

IF Hitler at the age of three had gone to a good nursery school, would St. Paul's and Buckingham Palace still be intact and would several hundred million Europeans today be happily engaged in the arts of progress and of peace?

Dr. Baruch's account of the way in which incipient personality quirks can be diagnosed and cured in such a school inclines one to answer yes. Certainly the most intransigent child could hardly preserve his aggressions and grudges under such minute analysis and guidance as is provided by the preschool of the Broadoaks School of Education at Whittier College, Calif., described in this book.

In this preschool, and presumably in the ideal preschool for children from eighteen months to five years of age, the teacher's role, as Dr. Baruch envisages it, is that of personality-molder. To analyze the child's problems, she must know also the parents' problems, their heredity, history, and present emotional state. She must educate and mold parents as well as child. Unobtrusively she must serve the parents individually, as a kind of confessor, and en masse as a leader of study groups. In both roles her aim is not so much to add to the parents' information as to their sense of security.

To that end the teacher must have in her own young and energetic person, it would seem, almost superhuman tact, discernment, and wisdom. She needs "knowledge of mental hygiene, the psychology of personality, child development, parent relationships . . . some insight into the field of psychiatric social work!" One cannot help wondering how often, even in California, such a consummation is reached.

The book is beautifully illustrated and documented, and contains a remarkable 65-page bibliography of stories, poems, and music for young children.

New York EUNICE FULLER BARNARD

Theory and Method

THE SOCIAL STUDIES IN GENERAL EDUCATION: A Report of the Committee on the Function of the Social Studies in General Education. Appleton, Century. 401 pp. Price $2.75, postpaid by Survey Associates, Inc.

TO the protagonist of the democratic offensive, every serious treatise on curriculum building—and especially in the social studies—is of crucial import. This volume is no exception; indeed it stands high on the list of "must" books anent educational theory and method. This reviewer has nothing but admiring agreement for the statement as far as it goes. But it is at this point of the sins of omission that fuller candor, greater philosophical profundity, and a fresh orientation of foundations seem needed.

This book postulates that democracy and its realization can be the basic end of education and the first principle of educational philosophy. I would declare this a less than adequate foundation with some diffidence, did I not find an increasing body of educators moving in the direction of a metaphysic at once more transcendent and more imminent. A review is no place in which to argue major departures from the theme of the book under review. I must be content to say that in, for example, such excellent if divergent books as Ulich's "Foundations of Democratic Education," Stewart Cole's "Liberal Education in a Democracy," or Norman Foerster's "The Future of the Liberal College" a note of fundamental reference is struck which goes deeper than does Chapter II of the present volume. And the time seems at hand when a group as distinguished as the committee responsible for this study should take fuller account of those philosophic and religious explorations which are going beyond a pragmatic democratic faith.

One does not have to "go medievalist" to share the view that our liberal democratic convictions have shown their need for firmer foundations. Such non-educationalists as Lewis Mumford, Waldo Frank, and Archibald MacLeish have recently been playing the same tune.

I admire and urge the widest use of the aids to educational method offered in this book. But I also urge the professional educators to take time off to relate method and motive to metaphysic.

New York ORDWAY TEAD

Grim Nightmares

A QUAKER CHILDHOOD, 1871-1888, by Helen Thomas Flexner. Yale University Press. 335 pp. Price $3, postpaid by Survey Associates, Inc.

LIFE in a comfortable home in the Baltimore of fifty years ago is pictured by the younger sister of M. Carey Thomas of Bryn Mawr, the wife of Simon Flexner of the Rockefeller Institute. Here, surprisingly enough, is a child of the Victorian Age growing up in anxiety and fear, harassed by the specter of "Satan" at her shoulder, tormented by doubts of her own and her beloved family's "goodness." These are not today's nightmares of bombs and bloodshed, but they were nightmares sufficiently grim to scar for life the sensitive child who suffered them in an environment that now stands to most of us for peace and security.

BEULAH AMIDON

Story of Disillusionment

THE DREAM WE LOST, SOVIET RUSSIA THEN AND NOW, by Freda Utley. John Day. 371 pp. Price $2.75, postpaid by Survey Associates, Inc.

THE dream which Miss Utley lost was of Utopia in the Soviet Union. Her book, written after six years of residence as a member of the British Communist Party and an assistant in official Soviet organizations, comes out of the heart of experience made terrible not only by disillusionment but by personal tragedy. She was married to a non-Communist Russian official, had a son by him, and finally saw him swallowed up in the bottomless pit of the OGPU. She waited for three years before writing the book, hoping for his release. She writes knowing that they will never meet again, for she never can go to Russia and he never can leave it.

Before Miss Utley went to Russia she was well known in labor and left circles in England. She had been active in the Labour party. She had taken an

advanced degree from the London School of Economics. A broad continental education had given her an international outlook. She burned with zeal for an uncompromising socialist revolution. Her story of gradual disillusionment follows the pattern of many others before her and, like all such personal case histories, it is a searching and honest document.

In over one half of her book Miss Utley amasses her evidence against the Soviet police state. It is formidable, but so extreme in its condemnation as to miss being wholly convincing. No country could be as bad as the Russia Miss Utley paints. One can agree with her that Stalin's tyranny must go, yet there are obvious accomplishments of the revolution which will remain. Like other books by impassioned crusaders against the undeniable tyranny of the dictatorships. Miss Utley's must be heavily discounted. By far the best contribution it makes is her personal story of a brave woman's struggle against unyielding obstacles and her own illusions.

ROGER N. BALDWIN
American Civil Liberties Union

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Americans by Choice

FROM MANY LANDS, by Louis Adamic. Harper. 350 pp., ill. Price $3.50, postpaid by Survey Associates, Inc.

WITH a Carnegie grant-in-aid, the editor of *Common Ground* spent several years in gathering data for a new kind of dictionary of American biography. It is not alphabetically arranged, and you will not find the names of the subjects in "Who's Who." Yet the life stories included in this first volume of the enterprise are of important people. They are the people who, come here from many lands in the course of the last fifty years or so, have given us most of our daily comforts and much of the color and richness of our life.

Some of these stories are set down almost in the shorthand of a busy reporter, little more than the bare facts of the subject's life, the number and birth date of each of his children, and what has become of them. Others portray at length a single fascinating figure —the old Slovenian laborer, for example, who for twenty years has enjoyed the joke of his sitting day after day by the kitchen window, supported by a pension fund, as though he were a retired government official. Yet others tell of whole groups of people—the Finns of Oregon, the Greeks who developed the sponge-fishing industry in Florida, the company of Dutch nonconformists who built a model town in Iowa.

These tales are different from the old success stories of individual immigrants who, all too often, were admired for their skill in climbing up and out of the common lot over the bodies of their countrymen. The emphasis here is on men whose claim to personal distinction is no greater than that of thousands of others. But this is no file of case reports, with every space meticulously filled in. Each story, short or long, is interesting and complete, though one may be a rough sketch and the other a carefully elaborated design. This variety of treatment makes for one of the most engaging collections in the whole field of immigration literature. Picked out from the crowd almost at random, they pass by us, these Americans by choice, some young and gay, more of them bent by toil and hardship, sharing few tastes, few traditions, few concepts of the good life, but all united in one thing, their belief in America.

New York BRUNO LASKER

History of Medical Ideas

PROGRESS IN MEDICINE, A CRITICAL REVIEW OF THE LAST HUNDRED YEARS, by Iago Galdston, M.D. Foreword by Henry E. Sigerist, M.D. Knopf. 347 pp. Price $3, postpaid by Survey Associates, Inc.

THIS scholarly and readable volume is not merely a record of medical discovery nor a review of the lives of the discoverers, but rather a history of "the inception, development, and realization of the major ideas upon which present-day medicine is founded"—history seen "as a progression of ideas." While the focus of Dr. Galdston's study is the past hundred years, he shows that the sources of many modern ideas must be sought much earlier in the history of medicine and emphasizes that frequently a basic concept has been discovered, lost, and found again, but not until the time is ripe can it become an integral part of the structure of medicine.

This volume not only provides fascinating reading for layman and physician alike, but repays careful study by those within and without the profession who have concern for the progress of medicine towards its larger goal, the promotion and preservation of health. In achieving this goal, Dr. Galdston says: "Medicine not merely will experience a vast increase in its knowledge, but will undergo a radical alteration in its patterns and purview—and most so in application—it will be much different from the medicine we know today."

In reviewing the most important medical developments, such as bacteriology and immunity, vitamins and nutrition, endocrines and the concept of internal environment, and the recognition of the influence of mind on body—the significance of unconscious conflict in disturbing physiological processes and in determining human behavior, Dr. Galdston finds that the greatest obstacle to medical progress has been the resistance to new ideas. As medicine's greatest achievement he points to its entrance "into the realm of the psychosociological."

As to the future Dr. Galdston says that to fulfill its destiny medicine must become "increasingly concerned with the meaning and purpose of the lives of the persons for whom medicine is required to care."

This volume is outstanding for its well balanced treatment of the different phases of medical progress and for its recognition that the psychosomatic approach encompasses and integrates all aspects of medicine.

FRANK FREMONT-SMITH, M.D.
New York

Deep-Rooted

LAND ECONOMICS, edited by Richard T. Ely and George S. Wehrwein. Macmillan. 512 pp. Price $4, postpaid by Survey Associates, Inc.

THIS monumental contribution to the literature of land use has been for more than twenty years in the making. The senior author, who will be eighty-seven years old this April, and the junior author, a mere fifty-eight, brought out the first working draft for classroom use at the University of Wisconsin in 1922. Through all the changes in land use concepts, which the authors themselves have served powerfully to initiate, their book has grown to a work of 512 pages, concisely documented, handsomely illustrated, and beautifully written.

It is a scholarly and yet a lively work.

The earth and all its living products are considered as a living unit. Farmland, land under pavements and buildings, range land, forest land, garden spots, deserts and all the living waters of the earth are one, as these two authors see it. A farm, they show, is a living organism, and doubly beautiful because it is functional. A forest is "a harmonious biological unit." The land of the world is a living body, and the final product is Man. "The starting point as well as the end point of our science is Man," the authors say, quoting Roscher, in the opening sentence of their preface; and they hold to this concept throughout. The style is penetrating, cool and swift, but always with a discernible human undercurrent. The result is a sweeping presentation of fundamental human problems which takes rank with George P. Marsh's "The Earth as Modified by Human Action," (1874); N. S. Shaler's "Man and the Earth," (1905); and John H. Bradley's "Autobiography of Earth," (1933). Perhaps not many scholars, but some highly important ones, I feel, will be deriving findings from Ely and Wehrwein a hundred years hence.

Bel Air, Md. RUSSELL LORD

Mental Health of Children

PSYCHIATRIC CLINICS FOR CHILDREN, by Helen Leland Witmer. Commonwealth Fund. 437 pp. Price $2.50, postpaid by Survey Associates, Inc.

THE growing field of child psychiatry will find a significant contribution in this book. Clinics to promote the mental health of children through psychiatric service are a relatively new social institution and have gone through an initial period of many divergent objectives. Miss Witmer points up in Part III certain essential principles for the development of psychiatric clinics for children under state auspices. She states, "Function—in the field of child psychiatry, at least—can be stated most succinctly in terms of scientifically designed aims. The types of patients to whom service is offered, the forms of assistance that are offered to them, the knowledge and skills required of the professional staff, vary with the objectives for which clinics are established. . . . A first step toward clarification is made when a clinic can say specifically what it considers its main objective." This concept is ably developed in discussion of various objectives in current practice, such as prevention of psychosis and crime, psychiatric service for the feebleminded and neurologically disabled, and modern child guidance.

Only Miss Witmer's unique qualifications and equipment could produce in one volume so challenging an analysis of theoretical and historical influences in clinical child psychiatry, brought up to the present in a survey of state financed clinics, and summarized into practical and basic principles for future programs. So scholarly and thought-provoking a book brings unusual stimulation to those who are professionally concerned with child psychiatry, whether their main interest is in state programs or in such clinical services under other auspices.

ALMENA DAWLEY
Philadelphia Child Guidance Clinic

All About Public Health

COMMUNITY HYGIENE, by Elizabeth Sterling Soule, R.N., M.A., and Christine Mackenzie, R.N., M.A. Macmillan. 218 pp. Price $1.75, postpaid by Survey Associates, Inc.

READERS in search of a brief but up-to-date treatment of the main aspects of public health work will find material in "Community Hygiene" on both the long established public health activities in the fields of sanitation and communicable disease control, and the newer phases of health programs which are now being expanded in many communities, such as activities related to housing, maternal and child health, nutrition work, and control of heart disease, cancer, and diabetes. The organization of typical state and local health departments is outlined, and the federal health activities are described. The Social Security Act, international health organizations, and private health organizations receive attention. Well-chosen bibliographies follow each chapter. Factual material, although much abridged, is reliable. "Community Hygiene" was prepared as an introductory college textbook in public health, but might also be used as a reference book in senior highschool libraries.

MARION LERRIGO MCWILLIAMS
Larchmont, N. Y.

Survey of Surveys

THE LIBRARY SURVEY; PROBLEMS AND METHODS, by Errett Weir McDiarmid. American Library Association. 243 pp. Price $3.50, postpaid by Survey Associates, Inc.

THIS book will truly be useful to a special group; that is, to those men and women who honestly care whether the local library is adequate to the community's needs. Librarians, library trustees, friends of libraries, and lay investigators of libraries, friendly or other wise, will find it good, particularly since it will save them an immense amount of searching and correspondence.

It is one of those volumes which may be called a "distillation." In contrast to those compilations and rearrangements which are merely glorified scrapbooks, the author has searched out the elusive descriptions of various library surveys hitherto scattered through mimeographed reports, textbooks, and articles in magazines, of the library profession and has put the essence of each into a single vial. Here is set forth briefly and clearly what simple studies, elaborate surveys, and all the other types of groping for evaluations of library service and costs may each be counted upon to produce. It also makes clear the time and effort involved in such surveys. The language is simple and the style is direct. A book on this subject, just such a well balanced one as this, has been needed.

The book has another value than the one planned by the author. To those who may still doubt, it shows by indirection that librarians are constantly on the alert to improve their techniques, procedures, and goals and that efforts at reformation from within set in long before civic minded or tax conscious citizens began to inquire into library management.

MARGERY QUIGLEY
Free Public Library, Montclair, N. J.

American Saga

THE LOG BOOK OF A YOUNG IMMIGRANT, by Laurence M. Larson. Norwegian-American Historical Association. 318 pp. Price $3, postpaid by Survey Associates, Inc.

THE author came to this country as a child of not quite two years. He was the youngest immigrant in a group of Norwegian farmers, among them his parents and other relatives. The 284 new immigrants pioneered in the Middlewest under conditions quite different from their homeland, but in language, customs, and community they remained Norwegians. There were Norwegian schools, Norwegian churches, Norwegian newspapers, Norwegian family life, and a little English for the younger generation.

Only when he entered college did Laurence M. Larson come in contact with American boys and girls; only then did he start inwardly and outwardly the development from a Norwegian farmer on foreign soil to a man with an ever-widening American outlook.

There is nothing sensational in Larson's career. His road led from his birthplace on an Old World farm through Norwegian pioneer settlements in Iowa to teaching in American elementary and highschools, colleges and universities, writing articles for scientific periodicals and historical books of lasting value. As the head of the history department in a great university, he was elected president of the American Historical Association. Larson has shown by his life the solution of a problem facing many immigrants: he drew early strength from the inheritance of an old European culture and brought it courageously into the realm of the American spirit. Thus he became a great American educator.

It is certainly not too optimistic to believe that among the children now landing on our shores there are many who will develop from little immigrants to grown-up Americans doing their full share in building the future of this country.

HERTHA KRAUS
Bryn Mawr College

Readers Write

"Ploughing and Harrowing"

TO THE EDITOR: The November number of *Survey Midmonthly* ploughs ground which needed ploughing. Let us hope the ploughing and *harrowing* will continue and that from the process will come a crop of improved community service. The criticisms voiced in the articles as to social work, particularly case work, are not new. Recently I heard a woman, whose name is linked with large accomplishments in the field of community betterment, say these words: "It seems to me that social case workers have become so engrossed in looking for special services to be rendered, that they have no time for the doing of simple things plainly waiting to be done."

I sometimes wonder why social case workers must be forever talking about their skill. Hardly a piece of literature sent out in their behalf is without the word. Why are they not willing to assume that the general public will believe they are possessed of skill by reason of their education and training of which they also are inclined to talk much? Have they become so impressed with the professional status *bestowed on them by themselves,* that simple things must be made to appear difficult before becoming worthy of their attention? I have never been persuaded to believe that a social case record (and I have read hundreds of them) must be regarded as a sort of sacred Ark of the Covenant, to be approached, read and understood only by the elected few, and that any criticism of it by other than "the elect" may be ignored as coming from persons "ignorant" and "uninformed" in case work technique. I find myself in full agreement with Barklie Henry in "We Take a Lot on Faith" when he says that social case work must prove its necessity and worth if it expects continued support from the public. Mr. Henry is president of the society that now combines the activities of two organizations, each of which has made claim to pioneering accomplishments. May we not hope that the larger society will now pioneer and show the way as it makes attempt to evaluate its services to the community?

Yet I would predict that those who undertake this task will not find it an easy one. I could write a book full of stories (true ones) purporting to prove that my associates and I have played a helpful part in the lives of some of the people who, beset by difficulties, found their way to our offices. To evaluate exactly, however, to what extent the material relief or some other service, supplied by me, helped in the "rehabilitation" process would be but opinion, not fact. My own observation and experience has convinced me that the social "rehabilitation" of a life is never accomplished unless the person in whom it is accomplished possesses certain inherent qualities of strength and character. To determine the worth of the influence brought in to assist in the regenerative process would be difficult indeed. Certainly it lacks the definiteness of the service rendered me by the surgeon who, twelve years ago, carved into my abdomen, threw out on the operating table a diseased appendix and later told me that my appendix pains were over forever.

However, as Mr. Henry points out, there is much even in the pure mechanics of social work that will lend itself to the yardstick type of evaluation. With that as a beginning, I have no doubt the appraisers would soon be led into the larger fields. If among those now present, there are some who fear the results, they may find comfort in the fact that Mr. Henry, along with his admonition that we start quickly on this job of evaluation, predicts that it will take "not years, but decades" to find answer to "the problem." Yes, and even then those who succeed us probably will be laying matters on the table "for further consideration at the next meeting," as we so often do today. I can but hope that the appraisers will begin at once to cure us of that time-wasting practice.

And now, to close the meeting with a bit of a prayer that I once heard suggested to a group of social workers and public health nurses: "O God help me to be humble and teachable this day and save me from thinking my way is the only way." W. H. MATTHEWS
Director Special Services
Community Service Society, New York

Law and Social Work

TO THE EDITOR: The review by Robert Kelso of Edith Abbott's book, "Public Assistance," published in the September *Survey Midmonthly* seems to me to do less than justice to Miss Abbott's scholarly study and especially to her knowledge of the meaning of law as related to social work. It may be true that law schools still are teaching that law is not concerned with reason or justice and that law is what the courts will do. If, however, democracy depends upon political organization tested by its conformity to ideals of moral and intellectual development—to law, equality, justice—"the right to relief" has a more vital significance than Mr. Kelso seems willing to allow. Surely as social workers, we do not use the word "right" as meaning merely eligibility under a statute. Nor do I believe that a broader use of the term involves essentially non-legal reasoning as Mr. Kelso claims. It is not difficult to find in Miss Abbott's study evidence that even our courts are on the march. MARGARET K. STRONG
Director, Graduate Division of Social Administration, University of Louisville

Concerning Councils

TO THE EDITOR: Discussions of community councils, as if they were a recent development and extension of councils of social agencies, are misleading. Community councils are more ancient in fact than councils of social agencies, and their general background and objectives are quite different. In communities where both have operated, at no time have they seemed to occupy the same field.

The community council is a modern attempt to develop the early American principle of the town meeting. Under the leadership of some alert principal of a public school or pastor of a community church or head resident of a neighborhood house, attempts are made to bring together local citizens interested in local or general civic problems for discussion and social action. In order to develop a representative attendance various institutions and social groups are invited to send delegates. The delegate representation is usually general in character and within a few months may be forgotten entirely. Any individual who is interested may attend; any subject in which anyone is interested may be discussed.

Councils of social agencies had their beginnings in the United States about 1910. They were organized for the specific purpose of community planning for the improvement and better coordination of the work of social agencies. It was unfortunate that the period of the World War interfered with their normal and orderly development. The World War brought the war chests and out of the war chests came the community chests, into the organization of which rushed hundreds of cities without previous experience or real conception of what was involved in sound community planning for social work. Even in cities where councils previously had been developed, the chest, with the power of money, soon overshadowed and dominated the council. There was a tendency for the chest to absorb the council as a mere statistical and none too qualified research bureau attached to the budgeting department. In such a position, as Arlien Johnson properly points out in her article, "Local Social Planning" in *Survey Midmonthly* of October 1940, the council could accomplish little as a real community planning agency.

The strength of the council of social agencies as an instrument for social planning is in its independent representa-

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tive character. In cities which had and which retained such councils, most of the accredited social agencies, both public and private, eventually became council members. Each agency, large or small, had two official delegates and only two, one a social worker, one a layman. Because of the wide diversity of the member agencies, the council was compelled to make progress slowly. It had to carry the agencies along with the program and not run ahead of them. Great patience was required, but because the council limited its service and its discussions to the practical problems of the agencies and to the practical needs of the community within the scope of agencies, it made real progress.

Now, says Miss Johnson, we ought to reorganize the council of social agencies after the pattern of the community council. Her first suggestion is to modify the system of delegate representation so that the public agencies may have representation more in proportion to their importance and the amount of money they spend. Under such a delegate representation, the small private agency would soon cease to have any voice at all. Only the very large private agency could make itself heard and that would be in a very weak voice.

This plan fails to note that the representation from public agencies, must, in its nature, be wholly professional in character since most of the public agencies have no boards of directors in the ordinary sense. In the public mind their representatives would be public payrollers seeking to bolster and enlarge their own jobs. Where then would be the influence of the council in molding public opinion, in developing proper standards of service, and in securing adequate support for both public and private services?

MISS JOHNSON WOULD MODIFY THE method of financial support for the council. She holds that the public agencies would use it more freely if they paid more for it. But— "a subsidy from public funds would not be advisable." So it is proposed that the "boards of county commissioners, probation departments of juvenile courts, and public school boards," help to maintain the council by supplying it with professional staff. This is a method of subsidy not wholly unknown to political machines.

Such a plan might be worked, but would it work? Well, we have had some experience with that kind of a set-up in Illinois and we know how it works. We used to have in Illinois a very good State Conference of Charities directed by citizens, both professional and lay. It had a lot of influence, helping to develop a state department of charities and other public institutions and agencies as well as private agencies. Then certain public officials, noting that public agencies were larger than private, and reasoning that the State Department of Public Welfare therefore should have more control, reorganized the conference, making it little more than a bureau of the state department. They furnished the staff, they furnished the money to run it. With the character of the conference established as a public agency, the township supervisors, who administer public relief in most of Illinois, were officially authorized to spend public money in paying their expenses to the annual meeting.

A conference devoted largely to questions of improving the relief administration of township supervisors could not be very significant, and the conference was on its last legs when representative social welfare people undertook to reorganize it on the old basis. Since then, the conference has been improving.

The domination of the council of social agencies by the chest is unfortunate. Happily, however, some of the chests are beginning to realize this. The real remedy is not to fly off to some other and perhaps worse extreme, but to return to the sound plan and true purpose of a council of social agencies. In order to promote this purpose adequately the council of social agencies must be independently strong. It must not be dominated either by the chest or by the public agencies.

FRANK D. LOOMIS
Chicago Community Trust

The Meeting Comes to Order

TO THE EDITOR: The article "The Meeting Will Please Come to Order" in the November *Midmonthly* reminded me of a comment on a board meeting as turned up in a field worker's report. For one reason and another it delights me. So may it you. "The board," said the worker, "discusses each case individually. In fact, the chairman of the board reads the case records, after which there is discussion and further questioning of the visitor. All board members participate in board discussion. The board works rather leisurely in the morning and early afternoon. Then there is adjournment for coffee; after this pleasant repast, the executive secretary exerts pressure to complete the remaining work of the day and matters are rushed through with little discussion."

READER

Always Room

TO THE EDITOR: Among your gems is there room for these: the candidate for a visitor's job who couldn't remember whether Russell Sage or Russell Kurtz wrote "The Public Assistance Worker"; the stenographer who, when her chief dictated "the man signed his application in braille" ran to an atlas to locate Braille?

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NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Benjamin Spitzer, Chairman Ex. Com.; Mrs. Sophia M. Robison, Executive Director. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Avenue, New York City, Eskil C. Carlson, President; John E. Manley, General Secretary. A federation of 1123 local associations, through state and area councils, for Christian character education among youth. Meets annually to determine service projects and budget for cooperation with local member organization in program, emphasis and interpretation, fiscal operations, etc. Emphasizes lay-professional cooperation, group and club activity and self-governing programs of physical, social and religious education, public affairs, international education and special cooperative projects, citizenship, etc. Specialized work among transportation, army and navy, student, colored, rural, and certain other groups.

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Professional Education for Social Work

For positions of responsibility in social work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Marian Hathway, University of Pittsburgh, Pittsburgh, Pa.

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